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THEORY IN ACTION

Smart Growth Case Studies

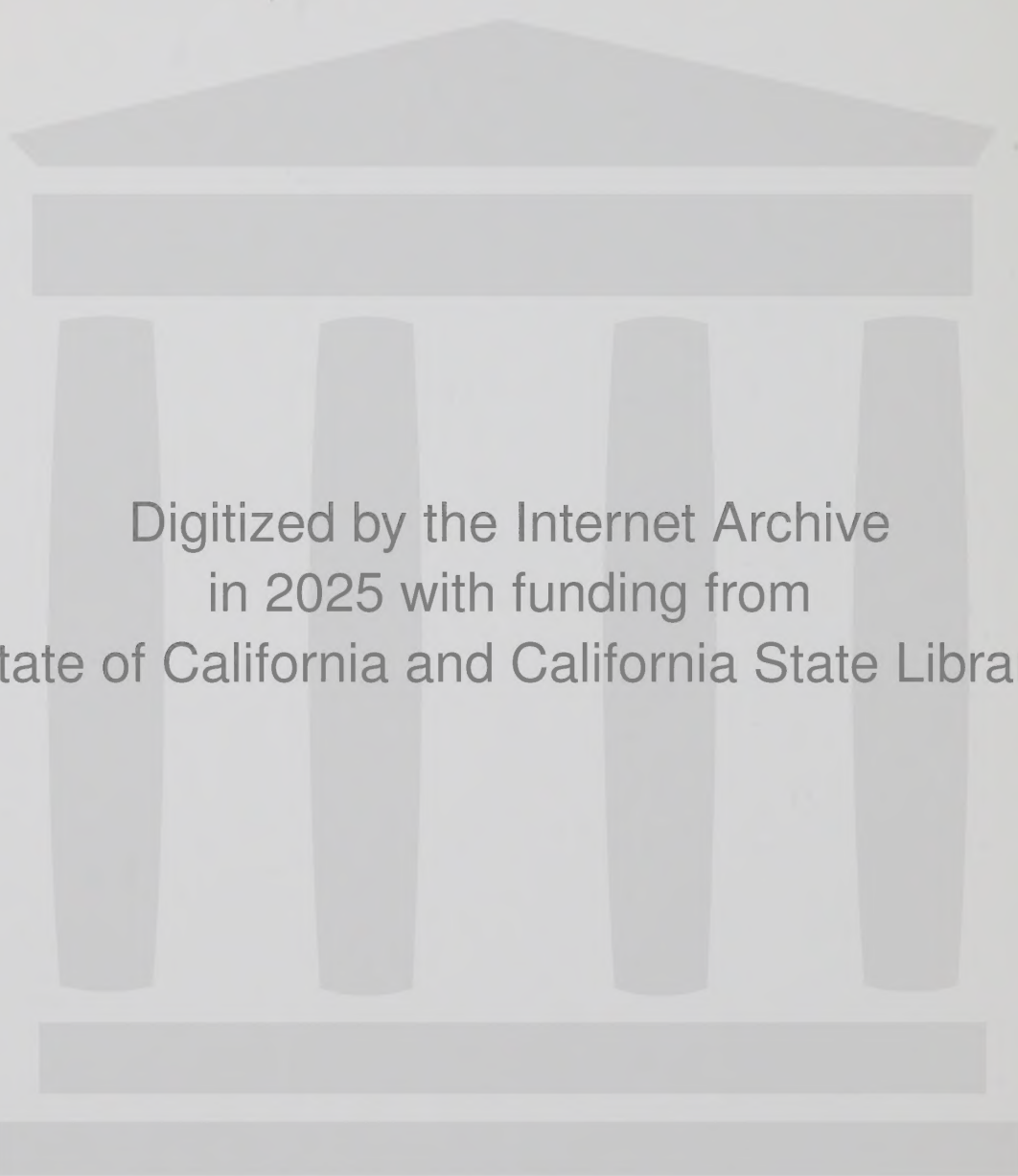
in the San Francisco Bay Area
and around the nation

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Voices as disparate as Vice President Al Gore, Minnesota Governor Jesse Ventura, and California State Treasurer Pete Angelides have been sounding a call in support of a concept called smart growth. Major newspapers and magazines have written dozens of articles about it. Non-profits, governmental organizations and foundations have been pressing for it. What's it all about?

The way we have used land has helped shape our society. But, until recently, the question garnered little attention in the popular press or our national consciousness. That is beginning to change. More people are taking note as they confront the problems created by past land use decisions. Problems such as dwindling open space, traffic congestion, air and water pollution, and inner city decline. Moreover, we are gaining a more sophisticated understanding of how land use decisions affect the quality of our lives: time with family, community participation, educational opportunities, neighborhood diversity.

Our current pattern of development tends to consume a disproportionate amount of land relative to the population growth it accommodates. The increasing distance between employment centers and homes leads to longer commutes while stratifying the population. Congestion becomes unmanageable, communities lose their identities and quality of life suffers as people spend more and more of their free time in cars. The demand for services in cities rises while their ability to fund those services decreases—fueling the cycle of urban decline and suburban sprawl.

While land use decisions are not the sole cause of poverty, urban decay, and other long-standing social problems, they are clearly linked. As a result, some believe a strategic shift in the way we use land could ameliorate, if not solve, many of them. That approach is called “smart growth.”

What is Smart Growth?

There is no single definition of smart growth: its meaning depends on context, speaker and timeframe. The common thread among different perspectives of smart growth is development that revitalizes central cities and older suburbs, supports and enhances public transit and preserves open spaces and agricultural lands. Smart growth is not no growth; rather it creates communities that are more livable by developing efficiently within the already built environment.

To a parent this might mean living in a community with sidewalks, narrow tree-lined streets and a good school within walking distance of home. A commuter who can catch a nearby train or bus directly to work might feel her community has grown smarter. Smart growth to a CEO might mean the ability to attract employees because housing is available and affordable. To someone living in a rundown section of an inner city, smart growth might mean investments and the creation of affordable housing in his community. Being able to see and walk in undeveloped hills nearby might be another sign of smart growth.

From a regional perspective, the objective of a smart growth campaign is to create a fiscal, regulatory and political environment that encourages new development that is compact, sustainable and less automobile-dependent, than current growth patterns, while discouraging suburban sprawl. Meaningful public involvement – by local residents, businesses, and elected officials – is key to the success of any smart growth efforts.

Focusing new housing and other growth within already developed areas requires less public investment in new roads, utilities and streetscape amenities. Families that live within easy walking distance of shops, schools, parks and public transit, drive and pollute less. Sidewalks in such neighborhoods provide informal opportunities for social interaction and are safer and more inviting than in those new suburbs where the transportation facilities are designed solely for the car. Investment in the urban core can reduce crime, provide needed affordable housing and create vibrant central cities. All of these attributes reduce traffic congestion, particularly on the region's freeways and highways.

The Bay Area will grow by over one million residents in the next 20 years. This growth will require thousands of local decisions about where to site housing, employment, schools and shopping; which roads and public transit to maintain and enhance; and how to preserve the natural beauty that makes the San Francisco Bay Area a much admired region. By agreeing to make growth and development decisions within the framework of smart growth, the region will be taking the first step toward sustainability.

But consensus is not enough: the real challenge is to develop a region-wide strategy that curbs sprawl and revitalizes existing Bay Area cities. What can each city do to create a more livable community for local residents? How could state regulations create incentives for well-conceived and designed compact development within existing communities? What regional policies would protect open space and prevent our region from spreading ever outward? These are the critical questions that must be addressed.

Why is Smart Growth Important in the San Francisco Bay Area?

Eight million people will live in the Bay Area by 2020, approximately one million more than now. One of the region's draws has been its phenomenal job growth, particularly in Silicon Valley. However, the burgeoning economy has produced more jobs than housing units, especially in the Bay Area's job-rich communities. As a result, the price of renting or purchasing a home has soared. Given the amount, location, and type of housing being planned in the Bay Area, housing costs are expected to remain among the highest in the nation. Limited investment in mass transit, the economic pull of Silicon Valley, and increasing numbers of residential developments built on the fringes of the region and beyond are likely to compound traffic congestion as well as air and water pollution. The Metropolitan Transportation Commission projects a 249 percent increase in traffic congestion in the region between 1990 and 2020.

What Can Be Done?

This document catalogs smart growth initiatives such as compact development, urban revitalization, affordable housing, and open space protection at the local, regional, and state level in the Bay Area, elsewhere in California, and the in rest of the country. Many of the initiatives were in place long before smart growth became a movement; others were developed more recently. All provide lessons that can help communities steer toward smart growth.

We hope to provide real examples of how states, counties, cities, towns, nonprofit organizations, and businesses have developed and implemented smart growth strategies. It would be an overstatement to say that any of them have achieved the smart growth ideal, but they all are moving in that direction. Since land-use decisions are made at the local level, all of the strategies may not be appropriate for every jurisdiction. What works for a large urban area may not work for a small rural community.

This is a compendium of brief case studies. It is not a how-to guide. Efforts were made to include a diverse array of strategies. However, the report is not exhaustive. It does not include strategies that address the disincentives, subsidies and laws that fuel traditional development. Those issues, though critical, are beyond the scope of this report.

A final caveat. The issues smart growth seeks to confront are complex and deeply entrenched. There are no silver bullets. Most of the case studies represent efforts to address one or two dimensions of a multi-dimensional problem. The challenge for decision-makers at all levels is to determine what combination of strategies is appropriate for their community.

The Case Studies

Diversity was a key criterion in selecting case studies. We included programs from all around the country, although our emphasis was on the San Francisco Bay Area. See the maps on the next page for geographic coverage. As many different approaches as possible are included. For example, there are more transit-oriented developments springing up every day. However, only a few transit-oriented developments are presented. We also chose highly successful programs. However, we also included some as yet unproven but highly promising and creative programs.

Another important selection factor was reproducibility. The once-in-a-lifetime project is less instructive than those supported by standing policies. We view the policies as particularly instructive because they are flexible. A policy used to build a transit-oriented development can be applied in another city to facilitate infill housing. Each case study includes policies or programs that can be replicated in any community. In each case we have attempted to make clear why the programs described are successful and where they are limited.

The case studies range in scale from neighborhood to statewide. One common element is the need for community support, no matter the size of the endeavor. All of the programs in this document were accomplished with some level of citizen participation. However, the commitment and involvement of elected officials, non-profit organizations, and businesses are just as important.

Another common theme is the interdependence of the strategies discussed. The open space protection strategies will only succeed in promoting smart growth if they are accompanied by infill development. Otherwise, limiting urban growth can push growth to other, perhaps less appropriate locations. These tradeoffs are extremely important and are pointed out in the case studies wherever possible.

The case studies have been grouped into five categories: compact communities, urban revitalization, housing supply and affordability, land conservation, and comprehensive. Case studies characterized as comprehensive address more than one category.

The categories can help readers focus attention on the areas of most interest to them. However, readers should be cautioned that few of the case studies fit exclusively into one category. So, for instance, those interested in housing supply and affordability may find useful information in the examples of urban revitalization.

In addition to the major categories, the top right corner of each case study lists the *mechanism* employed, such as tax incentives, specific plans, or infill development. The *community* is described in an adjacent box, with the scale of the program, whether the area is urban, rural, or something in-between, and the approximate size of the population served. The *lead organization* is specified at the top of each case study, allowing readers to look for organizations similar to their own. The *year initiated* reveals how long the program has had to achieve results. Finally, the body of each case study includes a description of the program, the policies that support it, and highlights of the program's *results* to date. The programs' *vital statistics* follow along with other details to help the reader understand that individual program.

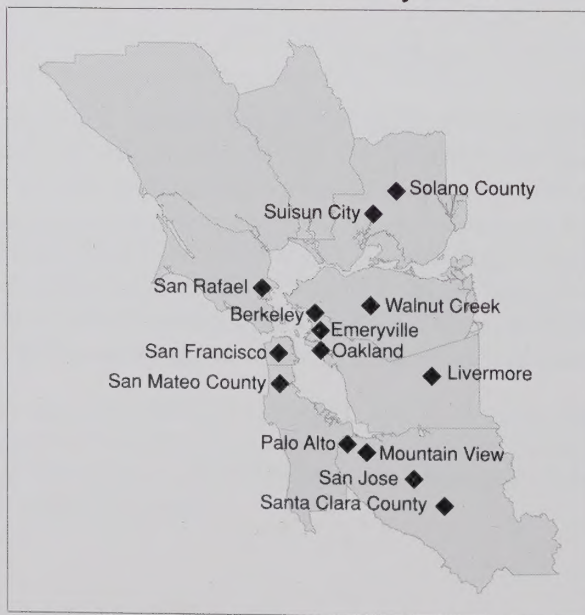
Using This Document

We hope that these case studies will not only be read, but spur readers to action. We hope you will identify projects that could work in your community, call the contact person(s) listed in the case studies for more information, encourage others to get involved, and, most importantly, actively work to implement smart growth strategies appropriate to your community. This guide is intended to provide the impetus for creative thinking and innovation and encourage a transformation in the way we deal with complex land use, housing, and transportation challenges.

Locations of Profiled Smart Growth Programs



San Francisco Bay Area



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compact communities



Civano
Tuscon, AZ

Photo: Lee Ray Burn, Civano Development Co.



The Crossings
Mountian View, CA

Photo: Tom Jones, HUD



Chetwood Park
Mountain View, CA

Photo: Tom Jones, HUD

New Transit Station Spurs Compact Development

SPECIFIC PLANNING

Collaborating with transit agencies and adjoining localities, the County of San Mateo prepared a specific plan around the new Colma BART station that promotes transit-supportive development through land use and design guidelines.

Organization County of San Mateo, CA

Jurisdiction:	Municipal
Setting:	Suburban
Population:	105,000

Year Initiated 1991

Description After the Bay Area Rapid Transit District (BART) approved a new station in the Colma/Daly City area of San Mateo County, the county found that land use plans for the station area did not take advantage of this transit resource. This was the impetus for drafting a specific plan that would encourage development in keeping with County General Plan policies that support development of mixed-use urban areas near transit. Because the area near the station encompasses land owned by the San Mateo County Transit District (SamTrans) as well as land within the boundaries of the City of Daly City, the county invited SamTrans and the city to participate in the specific plan effort, with the county acting as lead agency. The BART Station Area Specific Plan, adopted in 1993, envisions the 110-acre planning area as a new urban center around the BART station while respecting existing land uses in the area. The specific plan provides design guidelines for new development as well as appropriate uses for the station area. The plan provisions were incorporated into both the city and county general plans.

Results

- As of the summer of 1999, two major housing developments had been approved, with another two in the approval process; all conform to the requirements of the specific plan for denser development.
- At buildout, the plan will add nearly 700 new residential units as well as a mix of commercial and retail uses to the area surrounding the BART station.

Vital Statistics

- The County of San Mateo, SamTrans, and the City of Daly City are equal partners, but the county is the lead agency for BART station area.
- The three interested parties each paid equally in the preparation of the specific plan.
- Because the specific plan is not associated with any redevelopment authority, the county can only guide proposed private development; it cannot sponsor redevelopment activity in the area.
- The San Mateo County General Plan promotes cooperation between the county and cities, which has been an important feature of the collaboration around the Colma BART station.

Key Player(s) County of San Mateo ■ City of Daly City ■ San Mateo County Transit District

Contact Info Mark Duino, County of San Mateo, (650) 363-1855, FAX: (650) 363-4849,
Email: mduino@co.sanmateo.ca.us.

References "BART Station Area Specific Plan, Unincorporated Colma/Daly City, San Mateo County, California," 1993.

Urban Reuse Creates Compact Neighborhoods Near Downtown

SPECIFIC PLANNING

Denver is reclaiming large tracts of land near its downtown to create mixed-use, transit-oriented urban areas and to slow the City's outward development pattern.

Organization City of Denver, CO

Jurisdiction: Municipal
Setting: Urban
Population: 467,610

Year Initiated 1995

Description From 1990 to 1996, Denver's urbanized area grew 66% to accommodate a population growth of only 15%. To slow this outward expansion, the city is seizing opportunities to redevelop large parcels of land near the city center. Taking advantage of the closure of a large military base and an even larger airport, the city is creating over 10 square miles of new urban, compact, mixed-use neighborhoods within 15 minutes of downtown. The city established parameters and expectations (e.g., for middle-income housing compatible with adjacent communities) for site-specific master plans developed by other organizations, that were subsequently adopted as part of the city's comprehensive plan. Two other large projects—both privately held—are also going through planning and rezoning for redevelopment. One of these will convert rail yards adjacent to downtown into multi-family mid-rise housing. In all cases, the city's planning and economic development agencies work to integrate the developments into the city's economic and physical environments.

Results

- Denver will accommodate nearly 20,000 additional residents without developing any greenfield land.
- Compact development of more than 6,500 acres in Denver will preclude what would be well over 10,000 acres of development on the city's fringe, and will thereby generate fewer public costs, fewer environmental impacts, and less traffic congestion.
- Both developments subject to city-sponsored master plans were recipients of Colorado's Smart Growth and Development Awards.

Vital Statistics

- Redevelopment is managed by the Stapleton Development Corporation, a private, nonprofit organization created by the City of Denver, and the Lowry Redevelopment Authority, a quasi-public organization established by the cities of Denver and neighboring Aurora.
- Financing for planning and development of these projects has come primarily from private entities as well as from federal, state, local government sources.
- The 4,700-acre Stapleton site (formerly an airport) will provide 10,000 housing units, 17 million square feet of office/commercial/industrial space, and 1,700 acres of open space. The residential portion will average 12 units per acre. The site's master plan was developed by a nonprofit foundation, Stapleton Tomorrow.
- The 1,866-acre Lowry site (formerly a military base) will provide 4,000 mixed-income homes, a 156-acre technology/education center, an 86-acre business park, and 800 acres of open space. Residential density is expected to be roughly 10 units per acre. The estimated redevelopment cost is \$352 million. The site's master plan was developed by the United States Air Force as part of its base closure program.

Key Player(s) Wellington E. Webb, Mayor ■ Thomas Markham, Executive Director, Lowry Redevelopment Authority

Contact Info ■ Jennifer Moulton, Citywide Planning, (303) 640-2736

References Patrick O'Driscoll, "Denver airport conversion en route: \$4 billion plan aims to fight sprawl," USA Today, p. 3A, July 7, 1999. <http://www.stapletoncorp.com/> ■ <http://www.lowry.org/home.html>
■ <http://www.sustainable.doe.gov/success/stapleton.htm>

Downtown Densification Fosters Economy and Transit Ridership

SPECIFIC PLANNING

The City of Walnut Creek has made a strong commitment to its downtown and to the BART station area by encouraging dense office, residential and retail infill development.

Organization City of Walnut Creek, CA

Jurisdiction: Municipal
Setting: Suburban
Population: 63,218

Year initiated Early 1980's

Description Walnut Creek has found that comprehensive support of the downtown area and adjacent Bay Area Rapid Transit (BART) station area pays off in economic vitality and generates successful developments. The heart of the downtown area is zoned for pedestrian-retail, allowing a combination of retail and non-retail uses. Adjacent to the downtown retail center is higher density housing, allowing for densities up to 80 units per acre. The city encourages development of affordable housing by offering incentives for developers. The BART station area is zoned for mixed use; the city encourages high density housing and office development here to promote the use of BART. A free city-funded shuttle bus transports people around the downtown area, to the BART station and to local office parks, in an effort to make the area accessible without a private automobile.

The city prepares specific plans for the downtown area, working with property owners, the Downtown Business Association, and the Chamber of Commerce, holding workshops and meetings to determine the best use for an area. The city completes the environmental review process for the entire specific plan, so that when a developer proposes a project consistent with the plan, only design review remains. This has greatly streamlined the development review process.

- Results**
- Considerable high density office and mixed use development has occurred around Walnut Creek's BART station and in its downtown.
 - The city has been able to create a very strong and well integrated retail core in its downtown.
 - Dense downtown residential projects in Walnut Creek have become popular and profitable.
 - A specific plan for part of the downtown area focused on three main sites and proved very successful.
 - A large parcel under redevelopment was planned by the city, resulting in a better project for both the developer and the city.

- Vital Statistics**
- The highest residential densities are in the downtown and BART station areas, allowing more compact development close to activity areas and providing good access to regional transit via the free city-funded BART shuttle.
 - Preparation of specific plans has helped the city promote its development objectives.
 - The city promotes increased density of residential development in the core area in conjunction with other important goals of the General Plan, including provision of additional housing, preservation of neighborhood scale, an emphasis on retail development, and expansion of the park and open space system.

Key Player(s) City of Walnut Creek ■ Developers, Property Owners ■ Businesses

Contact Info Kevin Roberts, Director of Community Development, City of Walnut Creek, (925) 256-3535, FAX:(925) 256-3500, Email: roberts@ci.walnut-creek.ca.us

References City of Walnut Creek, <http://www.ci.walnut-creek.ca.us>
City of Walnut Creek, "General Plan," 1989.

Transit Villages Maximize New Metrorail Stations

INCENTIVE ZONING

Using density incentives and mixed-use zoning, the County of Arlington has focused development around transit stations, revitalizing declining neighborhoods.

Organization County of Arlington, VA

Jurisdiction:	Regional
Setting:	Suburban
Population:	187,100

Year Initiated 1968

Description The County of Arlington's growth management program has long been centered on citizen involvement to guide redevelopment. Through dozens of public meetings in the early 1970s, citizens chose a strategy of concentrating new development around future transit nodes. Thus, when Washington's Metrorail route was being planned, Arlington County began a process of evaluating land use impacts of the transit extension.

As a result of this process and in order to spur redevelopment, the county had the route changed to run under old commercial corridors rather than along a highway. In the late 1970s, the Metrorail was extended to Rosslyn and later through Ballston—then aging commercial districts dotted with parking lots and small businesses. To take advantage of the new transit stations, the county developed sector plans that called for a mix of commercial and residential development tightly clustered around the stations and that included open space, local retail, and pedestrian walkways. The plans devised a strategy of providing density incentives within a coordinated mixed-use development zoning district. Similar plans were developed and implemented for all of the county's Metrorail stations in commercial corridors.

Results

- Metrorail corridors contain over 95% of the county's office space.
- The number of residential units and amount of commercial/office space within a quarter-mile of the stations have grown significantly due to the concentrated development strategy.
- As an example, the area around the Ballston station has been converted from low-rise declining commercial space to mid-rise commercial and residential buildings. By 1995, the area contained almost 5,400 households, over 5 million square feet of commercial space, and 3 hotels.
- In Rosslyn, as a result of a 1992 plan addendum explicitly specifying the enhancement of the station area as a transit village, buildings within blocks of the station were renovated to take advantage of height and floor-area bonuses in exchange for street-level improvements.

Vital Statistics

- The Ballston and Rosslyn station areas cover a combined 1,000 acres in Arlington County, and are located less than 15 minutes by train from Washington.
- In the core of the development districts, the county allowed a floor area ratio (FAR) of 6.0 for offices and multi-family densities of 135 units per acre. Street-level retail was required in all commercial space. Commercial buildings were granted an increased allowable FAR for including specified amounts of residential space.
- The county issued industrial development bonds to support the financing of the parking garage that spurred Ballston's redevelopment.
- The Metropolitan Transit Authority further stimulated the revitalization by developing some of the land near the stations through public-private partnerships.

Key Player(s) Ellen Bozman, Former County Council Chair ■ Tom Parker, Former Chief Planner

Contact Info Lisa Maher, Planner, County of Arlington, (703) 228-3525

References Michael Bernick & Robert Cervero, "Transit Villages in the 21st Century," New York: McGraw-Hill, 1997.
Douglas R. Porter, "Profiles in Growth Management," Washington DC: Urban Land Institute, 1996.

Tucson facilitated a specific plan process to enable the development of an environmentally-efficient community.

Organization City of Tucson, AZ

Jurisdiction: Municipal
Setting: Urban/Suburban
Population: 482,920

Year Initiated 1989

Description Seeking alternatives to traditional development patterns, the city has used the specific plan process to create more compact, sustainable neighborhoods and communities. The city used federal and state funds to initiate a community-based planning process for Civano, a planned development intended to demonstrate the technical feasibility, economic viability, and marketability of "sustainable community design." The 1,145-acre community will have 2,600 houses (four residential neighborhoods) and a commercial center, with 35% of the site reserved as natural area/open space. Half of the residences and two-thirds of the jobs will be located within a five-minute walk of the town center. The community's goals are to (1) reduce water consumption by 65%, energy by 75%, internal vehicle miles traveled by 40%, and solid waste by 60%; (2) create one onsite job for every two residences; and (3) set aside 20% of the residential units as affordable housing.

Results

- Civano had its grand opening early in 1999.
- Community design and construction methods have been documented for replication elsewhere, and are being promoted throughout the city.

Vital Statistics

- Revenues to the city from Civano, net of public service costs, will pay back the \$3 million public infrastructure investment in six years.
- Avoided costs for roads, water, landfills will save the city an estimated \$482,500 annually (twice the primary property tax revenue to the city).
- Household services savings offset higher home purchase prices; homes sales are strong, despite a 10% price premium.

Key Player(s) John Wesley Miller, solar home developer ■ Karen Heidel, City Director of Energy & Environment
■ Dave Elwood and Bob Cook, Metropolitan Energy Commission

Contact Info John Laswick, Manager, Sustainable Communities Program, City of Tucson, (520) 791-4675

References John Laswick, "Civano: A Model Sustainable Community," City of Tucson Sustainable Communities Program
<http://www.sustainable.doe.gov/success/civano.htm> ■ <http://www.civano.com/history/history.html>
US EPA, "Sustainability in Action," 1998.

In the San Francisco Bay Area, the Metropolitan Transportation Commission's Transportation for Livable Communities initiative provides funds for community-based projects that integrate transportation and land use planning.

Organization Metropolitan Transportation Commission,
San Francisco Bay Area

Jurisdiction:	Regional
Setting:	Mixed
Population:	6.9 million

Year Initiated 1996

Description Transportation for Livable Communities (TLC) is a competitive grant-awarding program to encourage community-based land use and transportation decisions. It is administered by the Metropolitan Transportation Commission (MTC), which is responsible for transportation planning throughout the San Francisco Bay Area. Interested in positively affecting land use in the Bay Area, MTC determined that grant funding would be helpful in promoting community-based transportation projects. The TLC initiative establishes two sets of funds: planning and capital. The planning funds, which have been distributed since 1997, come from MTC's Transportation Development Act (TDA) allocation. These funds are distributed to community-based planning efforts that improve connections to regional transportation, and may be used for technical assistance from selected urban design, architecture, and transportation planning firms. Funded planning projects have included design for transit-oriented developments, land use studies, and conceptual design for improved pedestrian/bicycle mobility and access to transit. The capital funds, which MTC began distributing in 1999, come from the Transportation Equity Act for the 21st Century (TEA 21), a federal transportation funding source. Capital funds are allocated according to a project's quality and inclusiveness of public involvement, overall impact, connection of transportation to land use, and promotion of internal community mobility. Funded capital projects have included bicycle paths, streetscape improvements, accessibility improvements, and transit-oriented developments.

Results

- In 1999, 12 projects were approved for planning funds and 15 projects for capital funds.
- Several projects that received planning grants in previous years have moved on to receive capital funds, demonstrating the program's success in helping to make planned projects happen.

Vital Statistics

- \$475,000 in grants supporting planning for community-oriented transportation projects have been awarded since 1997.
- \$9 million in grants supporting capital improvement were awarded in the 1998-1999 fiscal year, the first year of the capital program.

Key Player(s) Metropolitan Transportation Commission (MTC)

Contact Info Karen Frick, Metropolitan Transportation Commission, (510) 464-7704, FAX: (510) 464-7848,
Email: kfrick@mtc.ca.gov

References Transportation for Livable Communities home page:
<http://www.mtc.ca.gov/projects/livable-communities/lcindex.htm>

Since the early 1970s, the City of Palo Alto has encouraged bicycle use for commuting and recreation by providing the necessary infrastructure, services and development guidelines.

Organization City of Palo Alto, CA

Jurisdiction: Municipal
Setting: Suburban
Population: 60,492

Year Initiated 1972

Description For nearly 30 years, the City of Palo Alto has been committed to facilitating bicycle transportation within the city and to surrounding areas. The city began by developing a network of city streets and paths that were designed primarily for use by cyclists. The network is complemented by infrastructure requirements, such as traffic signal sensors that are sensitive to bicycles. In addition, most new commercial developments are required to provide one bicycle parking space for every ten auto spaces, as well as showers for employees. The city also encourages and supports bike-to-work days. All decisions related to cycling in the community are discussed by the Bicycle Advisory Committee, which is composed of local bicycle commuters and other interested groups. The committee, which meets monthly, evaluates new street and infrastructure improvements to suggest ways of making them more "bicycle friendly." The committee also reviews and comments on private development plans which include bicycle facilities or have an impact on bicyclist safety and access.

- Results**
- In 1990, 8.5% of commute trips to jobs in Palo Alto were by bicycle, versus 1% for the entire region.
 - The city's commitment to bicycle transportation resulted in staff support for a Bike Station project located at a commuter train and bus transit center. The Bike Station provides space for commuters to store their bicycles free during the daytime or overnight, facilitating use of public transit. The Station also provides bicycle rentals, repairs, accessories, and maps, and has stored and repaired a rapidly growing number of bikes after only a few months of operation.

- Vital Statistics**
- The City of Palo Alto began implementation of its formal system of bike paths and lanes in 1972.
 - The city's current comprehensive plan highlights the need for land use patterns that promote bicycling, walking, and transit use.
 - The Bike Station is a demonstration project for the CalTrain commuter rail line, based on a similar station in Long Beach, CA. The Station is subsidized by the city and the Bay Area Air Quality Management District and run by Palo Alto Bicycles, a local cycling store.

Key Player(s) City of Palo Alto ■ Bay Area Air Quality Management District ■ Palo Alto Bicycles

Contact Info Gayle Likens, Senior Planner, City of Palo Alto, (650) 329-2136, FAX: (650) 617-3108, Email: gayle_likens@city.palo-alto.ca.us.

References City of Palo Alto, "1998-2010 Comprehensive Plan, Transportation Element," 1997.
 "Bike Center to Roll Out At Palo Alto Depot." San Francisco Chronicle. Friday, April 16, 1999.
 Bikestation, <http://www.bikestation.org>

Mountain View uses precise plans to work with developers and produce innovative developments that fulfill community goals such as denser, often transit-oriented, development.

Organization City of Mountain View, CA

Jurisdiction: Municipal
Setting: Suburban
Population: 74,730

Year Initiated 1991

Description Mountain View has a rapidly revitalizing downtown and continues to successfully intensify land use around its transit facilities – providing much needed housing in a very tight Silicon Valley market. One of the key tools used in this process is precise planning. Precise plans serve as comprehensive planning/zoning documents that can be used to realize smart growth principles. Mountain View has established precise plans for defined geographic areas within the city. The plans contain comprehensive zoning and design guidelines for the entire area that replace its original zoning. Precise plans have similar requirements for public involvement to zoning changes, which means they are discussed in both planning commission and city council public meetings. Additional meetings with local residents sometimes take place, depending on the level of controversy for an individual project. The city's General Plan provides for several principles of smart growth, including encouraging denser development near transit stops. Precise planning has made smart growth planning easier, but does not always lead to smart growth; this is because precise plans are tied to community goals, which may not always be consistent with smart growth principles.

Results

- Precise planning led to development of The Crossings, an 18-acre transit-oriented mixed-use development adjacent to a CalTrain commuter rail station. This dense, walkable development, which includes 358 housing units, replaced a failing shopping center and other uses that were causing a decline in neighborhood vitality. The development was enabled by the San Antonio Center Precise Plan, written cooperatively by the City of Mountain View and the developer, TPG Development. As the planning process was carried out, both the city and TPG had to compromise some of their views on how the final development should appear. The Crossings represents the potential for results from Mountain View's precise planning process, which guided the city and the developer to fulfill goals set out in the city's General Plan.
- Other precise planning projects near rail transit stations include the Whisman Station Plan for 525 housing units adjacent to a new light rail station and the Downtown Station Plan allowing a variety of uses and development densities within walking distance of the regional commuter rail station and light rail stop.

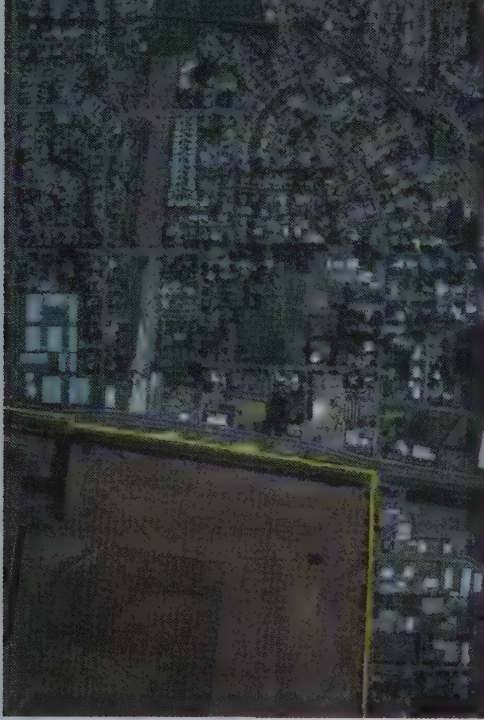
Vital Statistics

- Compact development policies were adopted by Mountain View and other towns in Santa Clara County in the early 1970s.
- Mountain View General Plan policies (adopted in 1992) encourage smart growth.
- Project-specific precise plans are built on principles that are derived from General Plan policies.
- Once a precise plan is in place, it constitutes the zoning for the area covered, and the development must comply with it.

Key Player(s) City of Mountain View

Contact Info Linnie Melena, City of Mountain View, Community Development Dept, (650) 903-6306, FAX: (650) 903-6474, Email: linnie.melena@mtnview.ca.us

References City of Mountain View, "San Antonio Center Precise Plan," 1992.
City of Mountain View, "General Plan," 1992.



Urban Growth Boundary

Portland, Oregon

Photo: State of Oregon



Portland Metro

Portland, Oregon

Photo: State of Oregon



Florida Seaside

Photo: Roy F. Knight

Through its collaborative approach to regional planning, the Metro Council has identified strategies—including zoning changes, urban service boundaries, and open space purchases—for strengthening city neighborhoods and reining in suburban sprawl.

Organization Grand Valley Metro Council, Grand Rapids, MI

Jurisdiction: Municipal
Setting: Urban/Suburban
Population: 550,000

Year Initiated 1989

Description To curtail the problems of urban sprawl, government and business leaders from across the Grand Rapids metropolitan area formed the Metro Council “to cooperatively advocate, plan for, and coordinate the provision of services and investments which have environmental, economic and social impact.”

The premise is that good government and inter-governmental cooperation are necessary to achieve community well-being—and that curbing urban sprawl and preserving the natural environment are essential for reaching this goal. An 18-month effort by citizens, planners, and consultants culminated in the Metropolitan Development Blueprint, which encourages open space preservation and compact community development and sets forth over 50 specific strategies that are now being pursued. Through its Blueprint Committee, the Metro Council helps to coordinate projects among local governments, environmental and business organizations, and research centers. The Council also takes formal positions on state and federal legislation, and has supported revenue sharing, a gas tax increase, and increased transit funding.

Results

- Subregional planning alliances have been created for land use, transportation, utilities, farmland preservation, and stormwater management. These plans were incorporated the region’s first regional plan, completed in late 1999.
- Downtown Grand Rapids is being revived through reinvestment in older neighborhoods and roughly \$1 billion in downtown development. The Metro Council is now placing emphasis on housing and transit to confront issues of displacement and equity.
- Following the Blueprint, one town changed its zoning regulations and water, sewer, and road requirements. Other towns are expected to follow suit.
- Five cities and townships came together to establish an urban service boundary—the first of its kind in the Midwest.
- Twenty local governments in the region have joined forces to organize a regional GIS mapping system. When fully implemented, the project will cover more than 1,000 square miles, more than 300,000 parcels, and have more than 800 data layers.
- Towns in the region are working to preserve open space through watershed protection programs, open space purchase programs, and advocacy coalitions.

Vital Statistics

- State legislation led to the creation of the Metro Council, which serves as the official Metropolitan Planning Organization for the region and also is a Council of Governments.
- The Metro Council represents three counties and 26 cities and townships.
- The Metropolitan Transit Authority further stimulated the revitalization by developing some of the land near the stations through public-private partnerships.

Key Player(s) Grand Rapids Chamber of Commerce ■ Nyal Deems, Former Mayor, East Grand Rapids
■ Jim Buck, Mayor, Granville, Metro Council Chairman

Contact Info Gerald L. Felix, Executive Director, (616) 776-3876, Email: felixg@gvmc.org

References Keith Schneider, “Acting as a Region to Tame Sprawl,” Great Lakes Bulletin, Michigan Land Use Institute, Spring 1999. ■ <http://www.gvmc.org/>

State Goals Realized Through Comprehensive Local Plans

COMPREHENSIVE PLANNING

Oregon boasts one of the most advanced state land use planning systems in the country. The state's Land Conservation and Development Commission certifies local comprehensive plans to ensure consistency with state planning goals.

Organization State of Oregon

Jurisdiction:	State
Setting:	Urban/Suburban/ Rural
Population:	3.3 Million

Year Initiated 1973

Description State law established the Land Conservation and Development Commission (LCDC) to administer Oregon's statewide land use planning program. The state's planning program focuses on local comprehensive plans, which are developed by local governments with citizen input. Local comprehensive plans are required to address state planning goals, be coordinated with other local and district plans, and include consistent implementing measures (e.g., zoning ordinances). With its powers to certify local plans, force corrective action for deficient plans, suspend local land use decision-making authority, block the allocation of certain state funds, and review areas of critical state concern, LCDC is uniquely positioned to ensure that state planning goals are achieved. An important element of the statewide program is the requirement that every city establish urban growth boundaries to delineate land sufficient for development for a 20-year period. Outside the boundaries, highly restrictive zoning limits land uses to farming and related activities. Land outside urban growth boundaries is taxed based on its farming value, rather than development value.

Results

- Densities in the Portland metropolitan area have been increasing as a result of LCDC requirements as well as the area's urban growth boundary, rural zoning, transportation and growth management program.
- Comparisons with similar counties in neighboring Washington suggest that Oregon's growth boundaries have significantly contained urban growth.
- Although growth boundaries are periodically expanded, less land has been consumed for development in Oregon than in other states with similar growth rates but no growth boundaries.
- Non-agricultural uses outside of growth boundaries have been significantly curtailed; 26 million acres of farm and forest land is protectively zoned. Loss of forest land has decreased by a factor of five.
- Mandates to eliminate exclusionary zoning practices have created more housing options.
- Thousands of state residents have participated in the planning process.

Vital Statistics

- The LCDC directs the program's lead agency, the Department of Land Conservation and Development. The Department has biennial (1999-2001) budget of \$16 million.
- A Citizen Involvement Advisory Committee meets quarterly and was established to encourage a high level of citizen involvement.
- The state's 19 planning goals address urbanization, transportation, natural resource quality, housing, coastal protection, and other issues.
- The state considers the program to be a partnership among local citizens, local units of government and state agencies.
- Disagreements over city and county land use decisions are brought before the Land Use Board of Appeals.

Key Player(s) Tom McCall, former Governor ■ L.B. Day, former Chair, LCDC

Contact Info Kathleen Van Velsor, Department of Land Conservation and Development, (503) 373-0050 x266,
Email: Kathleen.VanVelsor@State.or.us

References <http://www.lcd.state.or.us/> ■ Stuart Meck, "A Smart Growth Agenda for Ohio," EcoCity Cleveland, 1998. ■ "Growing Crops While Growing Cities," Dept. of Land Conservation and Development, 1999.

Developed by the California Energy Commission, PLACE³S leads participants through a sustainable development planning process that integrates land use planning, urban design, community participation, and computer modeling.

Organization California Energy Commission

Jurisdiction: Several
Setting: Urban/Suburban
Population: N/A

Year Initiated 1996

Description The PLACE³S method and geographic information system (GIS) tools have been used at both the regional and local scale to help develop and implement a regional growth management strategy and to engage citizens and the business community in transit-oriented development. Intended for use by planning agencies, the PLACE³S method was designed to mesh with and enhance standard planning procedures, resource management and economic development strategies. It employs a broad menu of sustainable urban planning and design techniques; quantifies the variables that link transportation, land use, the economy, and the environment; and uses specialized GIS technology to quantify net differences in resource consumption, cost, and social equity. By enabling well-informed and extensive grassroots citizen, business, and agency participation, PLACE³S guides stakeholders through a five-step planning, design and analysis process. It measures how well each alternative plan meets a desired goal and how an adopted plan meets its goals over time. Using PLACE³S, stakeholders can readily track and measure incremental progress toward long range goals.

San Diego's Euclid Avenue Trolley Station area was the first in the country to use PLACE³S on a neighborhood scale. The site was chosen because of its transit accessibility, redevelopment potential, cultural uses, and active citizen participation. The community expressed an interest in a unique and ethnically diverse neighborhood that promoted education and an environment conducive to businesses and residents. Studies by the San Diego Association of Governments (SANDAG) indicated that the region would run out of developable land in less than 10 years and that higher density, inward-directed growth was critical in preserving resource lands to sustain economic growth. The planning process for the area employed PLACE³S to measure traffic, housing and employment, energy use, energy costs, air pollution and other critical factors that contributed to the realization of the community's vision and values.

- Results**
- Using PLACE³S, SANDAG was able to quantify the benefits of their Regional Energy Plan. PLACE³S revealed energy cost savings of nearly \$1.5 billion, the creation of over 5,000 new jobs in energy efficient services, and the elimination of ½ million tons of air pollutants over 15 years.
 - When used in Oregon's Eugene/Springfield area, PLACE³S was used to illustrate the benefits of compact growth and transit supporting policies - a \$10 million savings to the region over 15 years.

- Vital Statistics**
- PLACE³S is an acronym for **PL**anning for **C**ommunity **E**nergy, **E**conomic, and **E**nvironmental Sustainability.
 - As a customized database, PLACE³S GIS measures resource efficiency and provides a visual representation of different long-term planning scenarios.

Key Player(s) California Energy Commission ■ SANDAG ■ City of San Diego ■ CalTrans ■ Criterion Planners and Engineers, McKeever/Morris, Inc.

Contact Info Nancy Hanson, Program Manager, California Energy Commission, (916) 654-3948

References Euclid PLACE³S Revitalization Program ■ <http://www.energy.ca.gov/places/index.html>

City/County cooperation supports a long history of growth management planning and implementation, including infrastructure growth limits, differential taxes, and cluster zoning.

Organization City of Lincoln, County of Lancaster, NE

Jurisdiction: Regional
Setting: Urban/Suburban/
 Rural
Population: 207,190

Year Initiated 1959

Description Two years after the establishment of a joint City/County Planning Commission in 1959, the first regional comprehensive plan was completed. The plan (and the three updates since) has numerous elements that have been implemented to form a successful growth management effort. Cooperation between the city and county has enabled this success. The city will not extend water, sewer, or electric service beyond city limits and restricts the creation of special tax districts to finance infrastructure for new development. In an area with limited ground water, the city's ability to manage growth in this way is significant. The city similarly limits the establishment of rural water districts. A differential tax assessment program uses dual valuation of agricultural land (one based on farmland, one based on developable market value) to relieve financial pressures on farmers. In exchange for maintaining land in agricultural use, farmers have their land valued at the lower farm rate. In order to encourage efficient land use and contain development within urban areas, the zoning code restricts housing development to one unit per 20 acres in rural areas surrounding cities and towns. Where new development is needed, planned unit development districts allow clustering of new developments, for which density bonuses are awarded. Finally, conservation easements are used to preserve open space throughout the county. Two state-authorized powers—extraterritorial zoning powers extending three miles outside city limits and a restriction on incorporation within five miles of existing cities—have aided these efforts.

- Results**
- During the 1980s, close to 95% of the county's growth took place within the city's boundaries.
 - Due to city/county coordination and particularly to infrastructure-based growth management, Lincoln has grown to just half the geographic size of nearby Omaha.
 - The dual valuation tax program has been in place since the 1970s and has helped preserve valuable farmland throughout the county.
 - Cluster zoning has been used in many places in Lincoln and elsewhere in Lancaster County.
 - With an average yearly growth rate of 1.3%, Lancaster County has experienced virtually no sprawl and no suburban development in unincorporated areas.

- Vital Statistics**
- The Planning Department and Commission, which also serves as the Metropolitan Planning Organization, is established under an interlocal agreement between the city and county. It is jointly funded by the city and county in a respective 80/20 split.
 - The 18-person staff of the department is responsible to the Mayor and City Council of Lincoln and the Lancaster County Board.
 - The elected officials of the city and county hold a 'Commons Meeting' each month to discuss common issues. Many activities between the governments are jointly funded and government services are consolidated where possible.

Key Player(s) Mayor and City Council Chair of Lincoln ■ County Board of Commissioners Chair

Contact Info Mike DeKalb, Planner, City/County Planning Department, (402) 441-6370, Fax: (402) 441-6377
 Email: mdekalb@email.ci.lincoln.ne.us

References David A. Ochsner, "Will You Meet Me in the Middle?" Nebraska Magazine, Summer 1999.
 ■ Douglas R. Porter, "Managing Growth in America's Communities," Washington DC: Island Press, 1997. ■ David Rusk, "Cities Without Suburbs," Princeton, NJ: Woodrow Wilson Center, 1995.

Directly-Elected Regional Body Manages Growth

REGIONAL PLANNING

The nation's only directly elected regional government, authorized by state legislation, gives Portland the ability to plan for a sustainable future by implementing policies to manage its growth.

Organization Metro, Portland, OR

Jurisdiction:	Regional
Setting:	Urban/Suburban/ Rural
Population:	1.3 Million

Year Initiated 1979

Description Initiated as a regional body responsible for land use and transportation planning, Metro's duties have expanded to include solid waste management, civic building (e.g., convention center) management, and parks management. As the area's designated metropolitan planning agency, Metro allocates federal transportation funds and establishes and maintains Portland's urban growth boundary pursuant to state legislation. In 1977, the state legislature approved enabling legislation for metropolitan service districts. The following year, voters in the metropolitan Portland area approved the creation of Metro. Through another vote of the people in 1992, Metro was granted a home-rule charter through which its priorities were reaffirmed, the primary one being land use planning. More broadly, the charter grants Metro authority to assume responsibility for issues of metropolitan concern, allowing it to work with local jurisdictions as needed to develop common solutions to problems that extend beyond local boundaries. Metro's Growth Management Services Department provides planning services and land use information to local governments, policy makers and citizens of the region. As required by its charter, Metro developed a Regional Framework Plan that was adopted in 1997. This plan contains the policies that will direct the region's growth.

- Results**
- Through the Urban Growth Management Functional Plan, local governments accept 20-year residential and commercial growth targets, change local plans to be consistent with regional density requirements, change local codes to reduce parking requirements, and manage big box retail investment.
 - In the past 20 years, no new road capacity has been added to downtown Portland, and the urbanized area has increased by only 17%.
 - In the past six years, transit ridership grew 20% faster than the growth in vehicle miles traveled and 150% faster than population growth.

- Vital Statistics**
- Metro is the directly elected regional government that serves residents in Clackamas, Multnomah and Washington counties, and the 24 cities in the Portland metropolitan area, which covers roughly 460 square miles.
 - Metro is governed by an executive officer, elected region-wide, and a seven-member council elected by districts. Metro also has an auditor who is elected region-wide.
 - A citizen's involvement committee serves as a liaison between the public, various citizen committees, and Metro.
 - Metro's regional jurisdiction enables it to develop policies that link land use, transportation, and housing issues.

Key Player(s)	Mike Burton, Executive Officer, Rod Monroe, Presiding Officer; 1,000 Friends of Oregon
Contact Info	Elaine Wilkerson, Director, Growth Management, (503) 797-1839, Email: 2040@metro.dst.or.us
References	Tri-Met, "At Work in the Field of Dreams: Light Rail and Smart Growth in Portland," September 1998. ■ http://www.metro.dst.or.us/

Growth Policy Curbs Sprawl, Promotes Compact Development

COMPREHENSIVE PLANNING

Maintaining that urban development belongs in cities, Santa Clara County allows only non-urban uses outside cities' Urban Service Areas. Related policies encourage more compact development within existing urban areas and discourage further outward expansion.

Organization City of Santa Clara, CA

Jurisdiction: Regional
Setting: Urban/Suburban/
Rural
Population: 1.7 Million

Year Initiated 1973

Description Santa Clara County's urban growth management policy seeks to curb sprawl, promote compact development patterns, make more efficient use of existing urban areas, promote balanced development, and improve the coordination of countywide planning efforts. The policy makes it clear that cities are responsible for planning for and accommodating urban development. Outside cities, the county limits development to non-urban uses, thereby eliminating competition with cities for urban development and preserving cities' ability to decide how and where to accommodate growth. Since the mid-1970s, Urban Service Areas (USAs) have acted as short-term urban growth boundaries throughout the county. Since 1995, the county has encouraged cities to establish long-term Urban Growth Boundaries (UGBs) to augment USAs, further discouraging speculation about the future of rural areas and increasing incentives for compact development and redevelopment within urban areas. Additional policies administered by the Local Agency Formation Commission (LAFCO) address the modification of city USAs as appropriate, limit the formation of special districts outside cities, and encourage preservation of rural open space lands. County land use policies for rural areas promote retention of open space, conservation of resources, preservation of agriculture and ranching, and limited development consistent with these overall rural area policies.

Results

- All 15 cities in the county have enacted USAs. Some USAs are completely surrounded by other cities; those that are not may only be expanded if LAFCO policies and guidelines are met.
- Seven cities have enacted UGBs, one by ballot initiative, the rest by city council resolution.
- Within the cities, more compact development has been achieved in a variety of ways, such as land use intensification to support transit service in San Jose.

Vital Statistics

- Countywide policy encourages a combination of increased density where appropriate within urban areas and definitive boundaries on expansion of cities.
- Cities with UGBs require that modifications be considered only in conjunction with comprehensive General Plan updates. The value of UGB policies over time will be determined by how consistently the UGBs are maintained during opportunities for review and by how well UGBs help to further compact development policies.

Key Player(s) County of Santa Clara and cities in the county ■ Local Agency Formation Commission (LAFCO)

Contact Info Don Weden, Comprehensive Planning, County of Santa Clara, 408-299-2521 ext. 234, FAX: (408) 279-8537, Email: Don_Weden@pln.co.scl.ca.us.

References County of Santa Clara, "General Plan. Charting a Course for Santa Clara County's Future: 1995-2010," 1995. ■ <http://www.sccplanning.org>

For three decades, Florida has managed growth to protect its unique and valuable natural resources. State requirements for local comprehensive plans are the key to the growth management program.

Organization State of Florida

Year Initiated 1972

Jurisdiction: State
Setting: Urban/Suburban/
 Rural
Population: 14.2 Million

Description Florida, which experienced significant population growth throughout the 1970s and into the 1980s, has made continuing efforts to manage growth on a statewide level. The foundation of the state's growth management program is the local comprehensive plan. State law requires that the state and all regional and local governments develop and implement comprehensive growth management plans. These plans carry the force of law, include specific state-required elements (such as transportation, infrastructure, and affordable housing), and have an explicit function of "discouraging the proliferation of urban sprawl." Although most plans are developed locally, all must be consistent with plans at all other levels. The state program further provides for state or regional review of "Developments of Regional Impact," as well as an expedited permitting process for projects that meet high development standards. The state has also identified five environmentally sensitive Areas of Critical State Concern (ACSC) that are subject to particularly stringent protection and management. Another critical aspect of Florida's program is its "concurrency" requirement, which allows local governments to approve development only when there are plans for adequate public facilities to support it.

- Results**
- As a result of 1985 legislation that strengthened and added funding to state planning programs, compact development is now the key factor in transportation and infrastructure planning.
 - Through the ACSC legislation, Florida has one of the biggest land protection programs in the country. The state has acquired and protected over one million acres of sensitive land.

- Vital Statistics**
- The State Department of Community Affairs (DCA), Division of Community Planning administers the growth management program, ensures local compliance, and provides technical assistance.
 - State law requires that all 467 communities, 67 counties, 11 regional planning councils, and the state prepare growth management plans. Active citizen participation is required to be an integral part of the planning process.
 - Florida courts have affirmed the importance of the comprehensive plans by giving them legal precedence over non-conforming zoning ordinances.
 - Governments whose plans do not comply with state law may have federal funds withheld.
 - DCA works in partnership and coordinates with other state agencies, regional councils, and other stakeholder groups, and manages a Sustainable Communities Demonstration Project.

Key Player(s) Governor's Task Force on Resource Management ■ State Legislature ■ 1000 Friends of Florida
Contact Info Tom Beck, Director, DCA Division of Community Planning, (850) 488-2356,
 Email: tom.beck@dca.state.fl.us

References 1000 Friends of Florida, "Planning for Tomorrow: A Citizen's Guide to Smarter Growth in Florida," 1999. ■ Henry L. Diamond & Patrick F. Noonan, "Land Use in America," Washington DC: Island Press, 1996. ■ Dennis E. Gale, "Eight State-Sponsored Growth Management Programs," APA Journal, Autumn 1992.

A Habitat Management Plan and Growth Management Program have enabled the City of Carlsbad to achieve General Plan goals, maintain open space, and assess the impacts of future development.

Organization City of Carlsbad, CA

Jurisdiction:	Municipal
Setting:	Urban/Suburban/ Rural
Population:	80,000

Year Initiated 1986

Description The City of Carlsbad is implementing a Habitat Management Plan (HMP) designed to protect endangered species and to provide a more orderly and systematic set of development guidelines. The HMP incorporates the requirements of all involved regulatory agencies and sets clear standards for new development in environmentally sensitive areas. Simultaneously, the city is carrying out a Growth Management Program intended to link new development with the availability and cost of public facilities and services. The three-tiered program contains a Citywide Facilities and Improvement Plan, Local Facilities Management Plans (zone plans), and Individual Development Applications. The Citywide Facilities and Improvement Plan estimates service needs associated with future development, outlines funding options, and establishes performance standards for evaluation of development proposals. The performance standards consist of minimum requirements for roads, schools, fire protection, open space, and other facilities and services. The Individual Development Application process requires analysis of facility needs and funding requirements for each development proposal in specified zones. A fiscal component allows the city to collect development fees to pay for needed infrastructure.

- Results**
- With implementation of the HMP, at least 40% of the city's total land area will be set aside as dedicated open space.
 - Through the HMP, the city has greater permitting authority in environmentally sensitive areas. Predefined mitigation requirements for development in these areas make the permitting process more equitable.
 - The Citywide Facilities and Improvement Plan has allowed the city to project facilities needs associated with future development over a 20-year period.

- Vital Statistics**
- Unlike other growth control ordinances, Carlsbad's Growth Management Program does not limit the number of dwelling units constructed each year. Instead, it sets a "carrying capacity" based on zoning and the availability of necessary public services and facilities.
 - The city's public facility impact fees are calculated over a 20-year period. Residential, commercial, and industrial projects are evaluated based on need and their contribution to the city's capital fund. These calculations become the basis for the impact fee structure.

Key Player(s) City of Carlsbad ■ Carlsbad City Council

Contact Info Frank Mannen, City of Carlsbad, Assistant City Manager, (760) 434-2823

References City of Carlsbad, Growth Management Ordinance

Incentives Encourage Carpools, Walking, Biking, and Transit Use

FINANCIAL INCENTIVES

In Santa Monica, cash incentives encourage employees to give up their free parking spaces and use alternative travel modes such as carpooling, walking, biking, and public transit.

Organization City of Santa Monica, CA

Jurisdiction: Municipal

Setting: Urban

Population: 90,000

Year Initiated 1996

Description Under California law (AB 2109), employers who have more than 50 employees and who subsidize employee parking are required to implement a Parking Cash-Out Program (PCOP). The City of Santa Monica implements the program as a part of the city's Emission Reduction Plan. The PCOP and the city's Transportation Management Ordinance offer incentives to employers and employees to reduce the number of employer-subsidized parking spaces. Most employers choose the traditional parking cash-out program, which gives employees who voluntarily forego their parking spaces cash allowances equal to the parking subsidies. The employee may choose how to use the allowance; thus, employees increase their monthly incomes while helping to relieve traffic congestion and improve air quality. The PCOP also offers reductions in parking requirements to new and existing developments that participate in the program. In addition, participating employers receive Commute Vehicle Reduction Credits, which help employers meet the Average Vehicle Ridership (AVR) target of 1.50 established by city ordinance. Participating employers are required to provide transit and ridesharing incentives in employee marketing packages.

- Results**
- Among the 26 employers who participate in the program, 20% of their employees have given up their parking spaces. Most employers have had one to three employees who have left the program; reasons for leaving have included loss of a carpool partner or a move that requires commuting to work by car.
 - Those employers who have implemented the program have steadily increased their Average Vehicle Ridership.

- Vital Statistics**
- The PCOP allows employers to expense parking costs and reduces the added expense of paying for employee parking. The sum of the cash allowance and any other subsidies offered to employees must be equal to the parking subsidy.
 - If AVRs fall below the target of 1.50, the local air quality district will deny the city's Emission Reduction Plan.

Key Player(s) City of Santa Monica

Contact Info Jacquilyne Brooks, City of Santa Monica Transportation Management Office, (310) 458-8956, FAX: (310) 576-9170

References Transportation Management Office, "Parking Cash-Out Program for the City of Santa Monica"

- <http://www.epa.gov/orcdizux/transp/comchoic/f98031.htm>

City & County Encourage Good Land Use Through Tax Sharing

TAX-BASE SHARING

By agreeing to share a percentage of local sales taxes, the City of Modesto and Stanislaus County are working together to encourage good land use decisions and reduce fiscal disparities.

Organization City of Modesto/Stanslaus County, CA

Jurisdiction: Regional
Setting: Urban/Suburban/
Rural
Population: 180,000

Year Initiated 1998

Description A state constitutional amendment, Proposition 11, allows cities and counties in California to enter into sales tax sharing agreements with a super-majority vote of the city council and board of supervisors. When Proposition 11 was enacted, the Stanislaus County Board of Supervisors and Modesto City Council members had already been discussing the possibility of local sales tax sharing; the new legislation facilitated this process. In December of 1998, the city and county entered into an agreement that enabled them to share 1% of local sales taxes. The result, after several months of negotiations between the two parties, was a sales tax sharing revenue plan whereby the county would collect and distribute sales tax revenues to the city. The city and county have identified a specific area where sales tax revenues will be shared, based on the estimated sales tax that existing and future developments in this area are expected to generate. The sales tax sharing plan is intended to reduce the problem of “fiscalization of land use,” such as competition between city and county for big box retail development and the high tax revenues it can bring. Elimination of this competition will allow land use decisions to be based on larger public interest and community planning concerns.

Results

- A recent land use decision favored a business park development over a big box retail project, reflecting the new planning philosophy that such decisions should be based on what is best for both city and county, rather than on the sales tax value of the proposed project.
- A long-lasting partnership between the city and county has been formed, resulting in a new administration building that will serve administrative functions of both jurisdictions.
- The sales tax sharing plan has received widespread support from city and county residents.

Vital Statistics

- Early in the process, the city and county chose a test area to determine the feasibility of the tax sharing plan, with positive results.
- An annual audit will assist in the management of sales tax revenues and documentation to ensure that accuracy and equality is maintained.
- While tax sharing was allowed before passage of Proposition 11, a majority vote of citizens in the affected jurisdictions was required. Proposition 11 reduced the requirement to a super-majority of a city council and board of supervisors.

Key Player(s) Charles Long, Interim Finance Director, City of Modesto

Contact Info Phil Testa, City of Modesto Community Development Director, (209) 577-5218, FAX: (209) 491-5798
■ Charles Long, (775) 849-9095

References <http://www.the-signal.com/main/0299/021399c.html>



Photo: Eric B. Larsen, Montgomery County, MD

Inclusionary Housing
Montgomery County, MD



Photo: Tom Jones, HUD

Villa Torino
San Jose, CA

A State Fund established this voluntary program to create affordable housing, revitalize existing neighborhoods, and develop new compact neighborhoods or redevelop existing ones.

Organization Metropolitan Council, Twin Cities, MN

Jurisdiction:	Regional
Setting:	Urban/Suburban
Population:	2.5 Million

Year Initiated 1995

Description The Livable Communities Fund provides funding for local municipalities to clean up land for redevelopment, create more affordable housing, and pursue demonstration projects that use land, services, and infrastructure efficiently. The Fund was established by the Livable Communities Act, which created a voluntary, incentive-based program whereby local jurisdictions establish (in cooperation with the Metro Council) and work toward goals for producing life-cycle and affordable housing. Communities participating in the local housing incentive program are eligible to receive funds from any of the three accounts in the Fund: (1) the Revitalization Account, for enhancing the tax base and creating jobs near existing housing by cleaning and redeveloping contaminated land; (2) the Housing Account, which enables communities to meet housing goals through construction, development, and renovation of affordable housing; and (3) the Demonstration Project Account, which promotes innovative design principles that link compact land use to a mix of uses and transportation. The State Legislature created a fourth account in 1999 to assist development of inclusionary housing.

- Results**
- The Metro Council awarded over \$11.5 million in grants from the three accounts in 1998.
 - From 1996 through 1998, \$20 million was assigned to the cleanup of 506 acres of land at 37 sites, creating an expected 6,750 new jobs, adding almost \$10 million to the property tax base, and stimulating nearly \$500 million in private investment.
 - Over \$1 million funded seven affordable multi-family housing projects in 1998. Affordability is defined based on a maximum home price of \$128,000 (for 1998, updated annually) or a maximum rent (at 50 percent of the regional median income level) of 30% of income.
 - Nearly \$5 million in demonstration project funds supported 11 communities' high-density, pedestrian- and transit-oriented villages and cooperative planning efforts in 1998.
 - Over 100 communities have participated in the program to date—many for multiple years.

- Vital Statistics**
- The Fund's Tax Base Revitalization account makes funds available for pollution cleanup in conjunction with the Department of Trade and Economic Development.
 - The Metro Council's Livable Communities Advisory Committee evaluates and recommends Demonstration Account proposals for funding using criteria specified in the legislation to ensure the greatest public return.
 - Housing Account applications are reviewed by the Metropolitan Housing Implementation Group, a group of federal, state, and local agencies, and the Metro Council.
 - Funds are available to cities participating in the Livable Communities Housing Incentives Program, and to metropolitan counties on behalf of participating cities.

Key Player(s) Minnesota State Legislature

Contact Info Joanne Barron, Metropolitan Council, (651) 602-1385, Email: joanne.barron@metc.state.mn.us

References "State of the Region," Metropolitan Council, March 1999, <http://www.metrocouncil.org/region/>

Faced with a jobs-housing imbalance, the City of Boulder amended its commercial and industrial zoning rules to bring job growth in line with the city's housing supply.

Organization City of Boulder, CO

Jurisdiction: Municipal
Setting: Urban/Suburban
Population: 96,000

Year Initiated 1996

Description Through urban service areas, building permit limits, and a greenbelt, Boulder had successfully managed residential growth, only to find that the number of jobs in the city significantly exceeded the amount of available housing. Through an Integrated Planning Project—an accelerated process to update the Comprehensive Plan—the city set a goal of eight jobs for every ten residents and identified zoning changes and land acquisition to limit non-residential growth. After a troubled attempt at allocating development based on pre-determined limits and a failed ballot initiative to limit growth, the city council prescribed zoning changes to achieve a balance of employment and housing. Some commercial and industrial areas have been rezoned for residential uses or for less intensive uses with less allowable square footage. The Comprehensive Plan was updated at the same time to reinforce the commitment to this balance.

Results

- Zoning changes have enabled the city to reduce the projected amount of non-residential development by an estimated 12,000 jobs.
- Some areas have been rezoned from commercial and industrial to residential use.
- The changes have raised awareness of the potentially undesirable consequences of the buildout that would have been possible under the previous zoning.

Vital Statistics

- Boulder's Comprehensive Plan was updated to include a section on "Balance of Employment and Housing."
- Zoning changes included downzoning in the downtown area, and floor area limitations in industrial zones.
- In addition, three new industrial zones were created, in part to protect industrial service companies (e.g., auto body shops) from more intensive uses like office parks.
- The city also purchased some potentially developable industrial land to limit non-residential growth.

Key Player(s) Boulder City Council

Contact Info Peter Pollock, AICP, Planning Director, City of Boulder, (303) 441-3270,
Email: pollockp@ci.boulder.co.us

References Peter Pollock, "Non-Residential Growth Management: It's Not How Fast, It's How Much," 1999.

Through an inclusionary housing program, Montgomery County has helped to create more than 10,000 affordable housing units.

Organization County of Montgomery, MD

Jurisdiction: Regional
Setting: Suburban
Population: 841,500

Year Initiated 1974

Description Facing rising housing prices, Montgomery County adopted an inclusionary housing program that requires developers of 50 or more units of housing to make 12.5% to 15% of the units affordable. In return, developers receive a density increase of up to 22%. The county controls the selling price of the units for 10 years and the rental rate for 20 years to ensure that they remain affordable. After that time, when the units are resold at market rates, the county shares in the profits. In addition, the County Housing Authority and a nonprofit clearinghouse can purchase up to 40% of the affordable units built through this program. The program was recently modified to create a sliding scale for the density bonus to encourage and reward higher proportions of affordable housing. Other county-sponsored programs, such as the Closing Cost Assistance Program, augment the creation of affordable housing. The inclusionary housing program is one element of an overall growth management strategy laid out in the county's comprehensive plan. Other significant elements of the plan include a transfer of development rights program, an adequate public facilities requirement, an agricultural land protection program, and provisions for transit-oriented development.

- Results**
- Over 10,000 units of affordable housing have been created through this program.
 - By enabling county purchase of newly-constructed units, the program has created a permanent stock of low-income housing that is distributed throughout the county.
 - A limitation of the program is its reliance on the housing market to create affordable housing; when the market slows, affordable housing construction slows.
 - Criticism of the program has centered on the increased density it allows and the resultant traffic congestion and strain on infrastructure.

- Vital Statistics**
- The program was established under legislation adopted by the County Council and approved by the County Executive.
 - The program is run by the county's Department of Housing and Community Affairs. The program has an annual budget of \$400,000 funded by the county's general operating budget.
 - Households with incomes below roughly two-thirds of the area's median income, adjusted by family size, qualify for the program.
 - People who either live or work in the county have priority in buying the affordable units.
 - The program is equitably administered throughout the county so as not to concentrate affordable housing in particular communities.

Key Player(s) Suburban Maryland Fair Housing ■ League of Women Voters ■ County Council

Contact Info Eric Larsen, Program Manager, (240) 777-3713, Email: eric.larsen@co.mo.md.us

References Douglas R. Porter, *Managing Growth in America's Communities*. Washington, DC: Island Press, 1997.
 ■ <http://www.co.mo.md.us/services/hca/MPDU/mpdu.htm>

The City of San Jose, Department of Housing has successfully encouraged and funded affordable housing in one of the most expensive markets in the country by working with a variety of stakeholders and businesses, enabling more people who work in the city to live there.

Organization City of San Jose, CA

Jurisdiction: Municipal
Setting: Urban/Suburban
Population: 893,969

Year Initiated 1989

Description While promoting the construction of affordable housing throughout the city, San Jose's Department of Housing goes one step further by working with for-profit and non-profit developers and others to finance housing construction and rehabilitation. The Department has helped to fund construction of new multi-family housing, renovation of existing houses, construction of emergency shelters, and a portion of housing costs for first-time homebuyers. The Department seeks out projects that promote economic and social integration to avoid creating "pockets" of lower-income housing in certain neighborhoods. Other key priorities in choosing housing locations are proximity to jobs and transit. The program also offers tax exemptions for housing affordable to very low-income households, and a loan pool developed in partnership with the California Housing Finance Agency to help families purchase homes. In addition, the Department assists in providing emergency housing for the homeless.

- Results**
- The Housing Department has financed 100 projects, representing 6,000 new units of affordable housing, in addition to 2,000 rehabilitated units.
 - For every \$1 in city funding, more than \$4 from other government and private lenders, bond financing, tax credits, and developer equity has been leveraged.
 - A map correlating San Jose's light rail line with projects financed by the Department demonstrates that many affordable housing projects are within walking distance of existing or future light rail lines.
 - The Ohlone Court Family Apartments built by the BRIDGE Housing Corporation are located on a light rail line and near other transportation, and have been positively received by their neighbors due to extensive neighborhood consensus-building.
 - Many department-sponsored projects have won national design awards.

- Vital Statistics**
- The department has developed a rating system for funding rental developments that gives the highest scores to developers who meet city housing priorities for affordable housing.
 - The city has formed a Housing Action Team, which includes staff from the city's housing, planning, building, and code enforcement, public works, fire, and other departments, to provide housing developers with one place to go for all necessary permits.

Key Player(s) City of San Jose Departments of Housing and Planning, Building and Code Enforcement
 ■ Development community ■ Santa Clara County ■ U.S. Department of Housing and Urban Development

Contact Info Alex Sanchez, Director of Housing, City of San Jose, (408) 277-5817, FAX: (408) 277-3197,
 Email: alex.sanchez@ci.sj.ca.us

References City of San Jose, Department of Housing, www.sjhousing.org, "A Decade of Affordable Housing," 1998. ■ "The Next Five Years. The Department of Housing Investment Plan," 1995.

Boston links commercial development to affordable housing creation through fees paid by developers that fund housing and job training programs.

Organization City of Boston, MA

Jurisdiction: Municipal
Setting: Urban
Population: 574,823

Year Initiated 1983

Description In downtown areas with limited space, commercial development tends to offer cities economic advantages over residential development. If unmanaged, commercial development can thus create an imbalance between jobs and housing. To connect commercial development with the housing need it creates, the City of Boston amended its zoning code to establish a "Linkage" ordinance. The ordinance requires developers of major commercial projects either to pay a specified fee to the city or develop an equivalent value of affordable housing. A trust created by the city selects affordable housing developments for funding and disburses the funds. Where commercial development affects a surrounding housing market, 10% to 20% of the payments are reserved for the affected area. An additional developer fee funds job training programs.

- Results**
- 57 development projects generated commitments of almost \$65 million to the Linkage program from its inception through mid-1997.
 - Through the end of 1998, \$44 million of those funds were allocated for the construction or renovation of nearly 4,900 housing units in 70 development projects. Just under 4,100 of these units were affordable.
 - The Linkage program provides a predictable and long-term funding source for affordable housing. It is expected to generate \$120 million for the city over the next 30 years.

- Vital Statistics**
- The Neighborhood Housing Trust was created in 1986 to manage the Linkage program. Developer payments are made to the city's Collector-Treasurer who serves as a Managing Trustee and Ex-Officio member of the Trust.
 - Developers of commercial development projects that require zoning relief and are over 100,000 square feet must sign a Developer Impact Project agreement with the Boston Redevelopment Authority under which they pay \$5 per square foot over 100,000. An additional \$1 per square foot is paid into a jobs trust for job training.
 - Cash payments can be spread out over 7 (for downtown) or 12 (for neighborhoods) years or can be paid as a present value lump sum.
 - Affordable housing is defined as units affordable to residents whose income is not more than 80% of Boston's median household income.

Key Player(s) Kevin White, former Mayor ■ Raymond Flynn, former Mayor

Contact Info Patricia Canaban, Mayor's Special Assistant for Housing, Neighborhood Housing Trust, (617) 635-3151

References "Annual Report 1998," Neighborhood Housing Trust, City of Boston, 1999.

Loan Fund Turns Historic Structures Into Affordable Housing

HISTORIC PRESERVATION

A foundation loan fund enables the restoration and conversion of Allegheny County significant historic structures into affordable housing, along with revitalization of commercial/retail space.

Organization Pittsburgh History &
Landmarks Foundation, PA

Jurisdiction: Non-Profit
Setting: Urban/Suburban
Population: 1.3 Million

Year Initiated 1985

Description The Pittsburgh History & Landmarks Foundation serves Allegheny County in identifying and preserving architectural landmarks, historic neighborhoods, and historic designed landscapes, and in educating people about the county's architectural heritage and urban landscape design history. Since its founding in the 1960s, the foundation has managed a revolving loan fund that has enabled the purchase and restoration of historic properties that are then sold to low- and moderate-income families. Expanding on this original fund, the current Preservation Loan Fund was established to preserve buildings through economically feasible development plans, with a focus on efforts that result in affordable housing and business opportunities for minorities and low- and moderate-income people. Rather than purchasing and restoring buildings itself, the foundation uses the Loan Fund to provide short-term loans and technical assistance to community-based non-profit organizations and preservation groups for restoration projects and the creation of affordable housing.

Results

- Since its inception, the Preservation Loan Fund has loaned in excess of \$3 million, which has contributed to the restoration of 50 buildings and the creation of hundreds of units of affordable housing.
- The Fund has also provided technical assistance to over 50 developments and has funded part of the work of 33 community-based organizations.
- In addition to the Loan Fund, the foundation's activities include physical building projects, architectural surveys, feasibility studies, tours and events, and educational programs.

Vital Statistics

- The foundation has a staff of 20 and a membership of 2,500 individuals, businesses, and organizations. Over 150 of these members volunteer to assist foundation staff.
- The Loan Fund provides loans generally ranging from \$1,000 to \$100,000 for start-up costs, gap financing, property acquisitions, and professional services.
- The Loan Fund is also available for technical assistance for architectural and engineering work, market studies, pro-forma development, neighborhood training in real-estate development and management, and preservation education.
- Projects must involve buildings that are either registered as or eligible to be landmarks, or are part of an historic district.
- Projects in urban neighborhoods must create benefits for low- and moderate-income residents, especially minorities.

Key Player(s) Arthur Ziegler, Co-Founder

Contact Info Howard B. Slaughter, Jr., Director of Preservation Services, (412) 471-5808, Email: howard@phlf.org

References "A Report from the Pittsburgh History & Landmarks Foundation: Preservation Loan Fund," PHLF, 1997. ■ Neal R. Peirce, "How to Build a City Person by Person," The Plain Dealer, p. 3E, July 13, 1997. ■ <http://www.phlf.com/plf.html>

The City of San Rafael has brought more life to its downtown and created more housing for its workforce by permitting residential development anywhere in the downtown area, reducing parking requirements, and mandating affordable housing.

Organization City of San Rafael, CA

Jurisdiction: Municipal
Setting: Urban/Suburban
Population: 54,010

Year Initiated 1988

Description The City of San Rafael has two sets of policies promoting housing production. One is to encourage downtown housing as a means of bringing life—including evening activity and customers for downtown merchants—back to the downtown area. The other is to improve the jobs-housing balance by encouraging development of housing that is affordable to the city’s workforce. The policies are interrelated; because housing affordable to the workforce tends to be dense and the highest existing densities are downtown, most new workforce housing is developed downtown. Zoning regulations facilitate the development of housing downtown by reducing the amount of parking required for each apartment. In addition, housing development is permitted anywhere in the downtown, in conjunction with any other type of development. This fosters the type of mixed use development that makes a downtown more vibrant. To provide workforce housing in this mix, the city requires 10% of new housing to be affordable and gives a density bonus to developers adding more affordable housing. Existing housing is protected through a conservation ordinance that calls for replacement of any housing units removed in type and in price. All units that are removed must be replaced by units of the same scale and in the same price range.

Results

- Since 1990, 314 units have been added or are approved for the downtown, 148 of which are affordable housing.
- Developers are willing to apply for the density bonus because housing demand in the downtown is high.
- The city has found that downtown residents accept higher densities than do residents of other historically low-density neighborhoods of the city.

Vital Statistics

- Downtown housing is promoted by General Plan amendments and zoning changes that allow housing everywhere in the downtown and reduce parking requirements for apartments in the area.
- Workforce housing is promoted by requiring 10% of new residential units to be affordable, and by providing a density bonus for additional workforce housing.
- Housing is primarily developer-funded.

Key Player(s) Mayor Al Boro ■ CEO of the Chamber of Commerce, Elissa Giambastiani
 ■ Redevelopment Director, Jake Ours (now retired)

Contact Info Katie Korzun, San Rafael Redevelopment Agency, (415) 485-3134, FAX: (415) 485-3175,
 Email: katie.korzun@ci.san-rafael.ca.us.

References City of San Rafael, “General Plan,” 1988, “Our Vision of Downtown San Rafael,” 1993.

Below Market-Rate Housing Provided Through Inclusionary Zoning

INCLUSIONARY HOUSING

Palo Alto was one of the first communities in California to incorporate affordable housing into most new developments by requiring them to include below-market-rate units.

Organization City of Palo Alto, CA

Jurisdiction: Municipal
Setting: Suburban
Population: 60,492

Year Initiated 1974

Description Through its Below Market Rate (BMR) Program, the City of Palo Alto requires new developments of 10 or more units to provide at least 10% of the units at costs affordable to low- and moderate-income households. On sites greater than five acres, 15% of the housing units must be below-market-rate. The program is designed to spread affordable housing units throughout the city and in all projects. BMR housing is encouraged in areas of the city that are well served by transit, schools, and other public services; this encompasses much of the city. As an alternative to providing affordable units, developers can pay in-lieu fees, which are deposited into the city's Housing Development Fund. Due to the high costs of land and development, the city typically prefers housing construction over payment of in-lieu fees. Sales and resales of BMR units are administered by the private non-profit Palo Alto Housing Corporation, which requires BMR housing to remain owned and occupied by low- and moderate-income people.

Results

- Between 1974 and 1999, the program generated a total of 147 ownership units and 38 rental units.
- In-lieu fees have been used to assist non-profit housing organizations in purchasing low-income housing from private investors who would otherwise have converted it to market-rate housing at the end of their 20-year Section 8 contracts. In 1998 and 1999 two projects with a combined total of 213 units were purchased by non-profit affordable housing organizations using funds generated by the collection of in-lieu fees.
- Most BMR housing provided through the program is incorporated into condominium projects of 15 to 30 units per acre.
- Although the program is successful for those who participate, it cannot offset the extremely high overall housing costs in the area. The program also has limited ability to solve the housing problems of very-low-income people (i.e., those whose incomes fall substantially below the area's high median income).

Vital Statistics

- "Below-market-rate" units are defined as units affordable to people making 80 to 100% of median income.
- The Housing Development Fund contains in-lieu residential housing funds, in-lieu funds from commercial development, and federal and state housing funds.
- Funds from in-lieu payments and federal and state housing funds are used to develop affordable housing, usually through local non-profit housing organizations.

Key Player(s) City of Palo Alto ■ Palo Alto Housing Corporation

Contact Info Cathy Siegel, City of Palo Alto, (650) 329-2108, FAX: (650) 322-0952,
Email: cathy_siegel@city.palo-alto.ca.us.

References City of Palo Alto, "Housing Element Technical Document, City of Palo Alto Comprehensive Plan, 1997-2002," 1997.

Through the Silicon Valley Manufacturing Group, leading Silicon Valley employers use their influence and financial resources to advocate affordable housing, transit service, and environmental protection in areas where their employees live and work.

Organization Silicon Valley Manufacturing Group,
San Jose, CA

Jurisdiction: Business Assn.
Setting: Urban/Suburban
Population: 2.2 Million

Year Initiated 1978

Description The Silicon Valley Manufacturing Group (SVMG) is a trade association representing 140 major Silicon Valley employers and funded by their dues. SVMG members acknowledge that information technology employees can work in any location and demand high quality of life to remain in the Silicon Valley. This includes the provision of affordable housing, along with convenient transportation, efficient land use patterns, and a high quality environment. SVMG works on housing issues by involving 150 groups and individuals in a Housing Action Coalition. The group uses its collective voice to advocate for housing proposals, whose merit they determine through an extensive set of criteria, including location and housing type. In addition to this advocacy role, the Coalition educates city councils, planning commissions, and community groups about housing and related issues, and supports relevant legislation. A CEO-level Housing Leadership Council assists the Coalition with a series of initiatives aimed at developing substantive solutions to the Valley's housing crisis. In addition to SVMG's work on housing issues, the group also tackles transportation issues, addressing the relationship between transportation, housing, and the environment.

- Results**
- Advocacy by the Housing Action Coalition has either helped or directly resulted in the approval of 72 housing projects, representing 24,000 new homes in 17 different Silicon Valley cities; the projects provide a mix of affordable, market rate and single-room occupancy units.
 - The Housing Leadership Council, working with several partners, including ABAG, inventories vacant land and its zoning to determine infill potential; the first inventory spurred the development of thousands of new homes.
 - SVMG has worked to create Silicon Valley's first Housing Trust Fund, which is funded through individual, corporate, and agency donations, rather than new taxes or fees; to date it has accumulated \$6.5 million toward a goal of \$20 million.
 - The Council has developed a "peer-to-peer" elected official campaign, which allows elected officials to hear from other elected officials about the importance and implementation of affordable housing. More than three-quarters of the Valley's local officials have participated.
 - SVMG led the state's first successful campaign for a 1/2 cent sales tax for transit in 1994, the renewal of which in 1996 dedicated 60% of its funds to rail transit improvements.

- Vital Statistics**
- SVMG represents 140 of Silicon Valley's top employers. These 140 organizations collectively employ one in every four workers in the Valley.
 - SVMG advocates for improved housing, transportation, land use, and environmental quality on all levels of government, from neighborhoods to federal agencies.
 - Participation in the Housing Action Coalition is free to its members and staffed by SVMG.

Key Player(s) Silicon Valley Manufacturing Group ■ Elected officials, environmental and labor leaders, housing developers, and community activists

Contact Info Carl Guardino, SVMG, (408) 501-7864, FAX: (408) 501-7861, Email: cguardino@svmg.org

References Silicon Valley Manufacturing Group, <http://www.svmg.org/>

land conservation



Photo: Gil Davis, POST

Windy Hill
Open Space Preserve
San Mateo County, CA



Photo: Wente Vineyards

Wente Vineyards
Livermore, CA



Photo: Concannon Vineyard

Concannon Vineyard
Livermore, CA

City Erects Buffer Between Urban Areas and Vineyards

SPECIFIC PLANNING

To preserve the local wine industry, the City of Livermore created a specific plan that establishes a permanent buffer between urbanized Livermore and vineyards to the south.

Organization City of Livermore, CA

Jurisdiction: Municipal
Setting: Suburban/Rural
Population: 70,863

Year Initiated 1993

Description The City of Livermore, along with Alameda County, is working to protect the wine-producing area of the South Livermore Valley. Two plans are in place that address this unincorporated area: (1) a Specific Plan adopted by the city for the area adjacent to Livermore's city limits that is targeted for annexation, and (2) an Area Plan prepared by the county for the rural area further south of the city. Both plans set forth goals of promoting viticulture in the South Livermore Valley. During preparation of the Specific Plan, citizens and community groups from within the city and from the adjoining agricultural area were invited to participate. The Specific Plan addresses seven subareas adjacent to the existing urban area; new development must be located within identified areas and not beyond an established urban limit line. The Plan calls for maintenance of a buffer between the city and the wine-producing region, detailed design standards to minimize conflicts between new development and existing viticulture, and expansion of agricultural acreage through an agricultural mitigation program. Some areas that are inappropriate for vineyards due to environmental concerns are protected as open spaces, wetlands, hillsides, or other natural features.

Results

- More than 1,800 acres of grassland and rangeland have been identified as potential vineyard mitigation sites; 1,010 of these have been locked into agricultural easements, which are either purchased or are progressing toward purchase.
- Plans have been submitted for some of the subareas identified in the Specific Plan for development; all plans that have been approved or are in the approvals process comply with the guidelines of the Specific Plan.
- Each developer is paying an in-lieu fee for low-income housing, which the city will pool together to build a low-income project elsewhere in the city.

Vital Statistics

- The agricultural mitigation program requires that, for each new housing unit and each acre of new development, at least one acre within the vineyard area be planted and permanently protected.
- The South Livermore Valley Agricultural Land Trust and the city jointly hold the permanent agricultural easements.

Key Player(s) City of Livermore ■ Alameda County ■ Citizens and local landowners ■ South Livermore Valley Agricultural Land Trust

Contact Info Fred Osborn or Marc Roberts, City of Livermore, (925) 373-5200, FAX: (925) 373-5135.

References City of Livermore, "South Livermore Valley Specific Plan," 1997.
■ Alameda County, "South Livermore Valley Area Plan," 1992.

Transfer of Development Rights Protects Sensitive Lands

TRANSFER OF DEVELOPMENT RIGHTS

This state-enabled land use program encourages the transfer of development rights from environmentally significant land to land designated for development.

Organization Central Pine Barrens Commission,
Long Island, NY

Jurisdiction: Regional
Setting: Rural
Population: 490,614

Year Initiated 1993

Description To protect a unique and fragile 100,000-acre ecosystem on Long Island, the New York State Legislature created the Central Pine Barrens Commission and charged the commission with developing a comprehensive land use plan for the area. The resulting plan focuses on two key land protection mechanisms: land purchase and a system of transferable development rights. Pine Barren Credit (PBC) certificates are allocated to holders of pine barren property in the designated "sending area," i.e., the area that the program seeks to protect. These certificates may be redeemed to permit development of land in the "receiving area" at a greater residential density than allowed under current zoning, or to allow more intense development of certain eligible nonresidential properties. This increased density and intensity adds value to "receiving area" properties that can only be realized with the purchase and redemption of PBCs. To optimize the value of the PBCs, the plan requires each town to identify excess receiving area capacity where the credits can be used for as-of-right development.

Results

- As of June 1, 1999, 280 parcels covering almost 250 acres are participating in the program.
- Nearly 40% of the credits issued have been redeemed to facilitate 33 development projects.
- The total value of all Pine Barrens Credit transactions to date is over \$2.7 million.

Vital Statistics

- The Commission is made up of the Suffolk County Executive, the Town Supervisors of the three towns that contain pine barren properties, and one member appointed by the Governor.
- To implement the PBC program, the Commission created a Clearinghouse that is administered by a Board of Advisors. The Clearinghouse's primary function is the establishment of an efficient and effective method for documenting and facilitating the sale, transfer, conveyance, encumbrance, and use of PBCs that are authorized and allocated pursuant to the comprehensive plan. The Clearinghouse issues credits based on an adopted allocation formula.

Key Player(s) Pine Barrens Credit Clearinghouse Board of Advisors

Contact Info Ray Corwin, Central Pine Barrens Joint Planning and Policy Commission, (516) 563-0307,
Email: rcorwin@pb.state.ny.us

References "Pine Barrens Credit Program Handbook," Central Pine Barrens Joint Planning & Policy Commission. 1995. ■ Douglas R. Porter, *Managing Growth in America's Communities*. Washington, DC: Island Press, 1997. ■ <http://pb.state.ny.us/>

Non-Profit Trust Purchases Open Space for Permanent Conservation

LAND PURCHASE

The Peninsula Open Space Trust has protected thousands of acres of open space, much of it threatened by development, on the heavily populated San Francisco Peninsula.

Organization Peninsula Open Space Trust, Menlo Park, CA

Jurisdiction: Regional
Setting: Urban/Suburban/
Rural
Population: 2.3 Million

Year Initiated 1977

Description The non-profit Peninsula Open Space Trust (POST) protects lands vulnerable to development by directly purchasing them on the open market with funds from individual and foundation donations as well as financing from public agencies. POST also purchases conservation easements, which can be equally effective protection measures; residents of properties with these easements are often very good stewards of the land. Since the funds necessary for buying land cannot always be acquired before the sale, POST sometimes takes the risk of purchasing the land using loans and raising the money afterward. This method has proven successful, particularly in the case of large, high-profile projects that generate a great deal of public support; community backing often comes from local groups seeking to retain properties in open space. The ability to take these financial risks is cited as the key to success in purchasing open space, since land sales can occur so quickly there is not always time to raise the necessary funds. POST occasionally encounters opposition from developers seeking to purchase land for development. Since POST purchases land at market rate, developers can attempt to outbid POST for prime property but typically cannot raise legal objections.

Results

- Since 1977, POST has protected over 38,000 acres on the San Francisco Peninsula, 2,100 of which are in four conservation easements.
- A POST campaign took less than three years to raise \$33.4 million to purchase 12,569 acres.
- Working with the Midpeninsula Regional Open Space District (MROSD), POST purchased some of the last remaining unprotected redwood forest on the Peninsula. The preserve, only a 20-minute drive away from heavily populated San Jose, was under threat of development as a golf course and luxury homes. The purchase of Bear Creek Redwoods provides not only protection from development but also habitat for wildlife and recreational opportunities for area residents.

Vital Statistics

- The Bear Creek Redwoods were purchased with \$15 million from MROSD and \$10 million borrowed by POST, half of which will be raised through public agencies, with the other half coming from private and foundation donations.
- POST works with public agencies and other non-profits to coordinate its land purchases. The lands are ultimately turned over to a public entity for long-term management.

Key Player(s) Peninsula Open Space Trust ■ Midpeninsula Regional Open Space District
Contact Info Kathryn Morelli, Vice President, Peninsula Open Space Trust, (650) 854-7696,
FAX: (650) 854-7703, Email: kmorelli@openspacetrust.org
References Peninsula Open Space Trust, <http://www.openspacetrust.org>

Innovative Fee Structure Encourages Development Within the Urban Core

IMPACT FEES

An innovative impact fee system encourages efficient development patterns and equitable infrastructure, facility, and service financing, and seeks to minimize the negative fiscal impacts of new development.

Organization City of Lancaster, CA

Jurisdiction: Municipal
Setting:  Urban
Population: 130,079

Year Initiated 1993

Description The city devised the Urban Structure Program (USP) in response to increasing growth pressures, particularly from new residential development during the late 1980s. Before adopting the USP, the city levied fees on new development independent of project location. Since location was not a factor in determining fees, developers pursued projects away from the urban core where land costs were lower. This not only encouraged urban sprawl but resulted in an ever-widening fiscal deficit for the city and an increasing demand on existing infrastructure, facilities, and services. Unlike the more traditional approach of establishing urban limit lines, the USP does not prevent development from locating outside fixed boundaries. It simply requires new development to pay the total calculated costs necessary to maintain the project. In this way the USP acts as a growth management tool by making it more cost-effective for developers to locate projects closer to existing city services within the urban core. It also ensures that the cost of new development is borne by those who create the need and not by existing residents. The USP model assesses three categories of impact fees: infrastructure (streets, signals, flood control), public facilities, and operation services (park services, administration, distance-based services). Projects locating within the urban core are assessed a basic charge based on total annual service costs. Projects locating outside the urban core are assessed the basic charge plus a distance-related surcharge that increases with increasing distance from the core. Since the city must provide services in perpetuity, the model applies a multiplier that corresponds to the 20-year horizon of the General Plan to determine the total fee.

Results

- The USP promotes orderly growth and at the same time provides for infrastructure, facilities and services needed to support future development without creating a burden on existing residents.
- The USP is based on policies and action programs contained in the Lancaster General Plan. Therefore, application of the program promotes long-term goals for growth of the community.

Vital Statistics

- The program is updated annually to reflect new budgetary and land-use data in order to keep the fees current, accurate and fair.
- Approximately 90% of all projects are assessed through the USP with the exception of specific plans and large-scale mixed use projects that require independent fiscal analysis.
- The USP incorporates an easy-to-use computer model that allows city staff to provide a rapid, single stop fee estimation process for developers. This reduces the time and cost of doing business with the city.

Key Player(s) City of Lancaster

Contact Info Dave Ledbetter, Associate Planner, Department of Community Development, (661) 723-6248

References <http://www.city.lancaster.ca.us>

Right to Farm Ordinance Maintains Critical Farmland

CONSERVATION EASEMENTS

The City of Davis balances urban development and agricultural needs through an ordinance that ensures no net loss of farmland.

Organization City of Davis, CA

Jurisdiction: Municipal
Setting: Suburban/Rural
Population: 56,018

Year Initiated 1996

Description

For years, the City of Davis General Plan contained policies for protecting prime farmland, buffering urban from agricultural uses, and maintaining a compact urban form. These policies had limited means of implementation, however, until 1995 when the city passed a comprehensive farmland conservation ordinance. The ordinance contains requirements (e.g., disclosure statements for new urban uses near farms, grievance procedures to handle urban-agricultural conflicts, and buffer requirements) commonly found in right-to-farm ordinances. In addition, the ordinance mandates that every acre of prime farmland that will be converted to urban use be replaced with a comparable acre (1:1 ratio) preserved in perpetuity through a conservation easement or payment of in-lieu fees to the city for use in acquisition of farmland for conservation. Lands subject to conservation easements must have soils that are comparable in quality to those on the converted land, as well as adequate water supply to support the continued agricultural use of the land. No condition (such as partial urban development) can exist on the land that will preclude it from being farmed in the future. To ensure compatibility with the Yolo County Draft Conservation Management Plan, the ordinance states that up to 20 percent of the easement area may be enhanced for wildlife purposes in accordance with State Department of Fish and Game or Yolo County requirements. An ongoing general plan update is expected to increase the ratio of required replacement land from 1:1 to 2:1 – requiring the conservation of two acres of prime farmland for every one acre converted to urban uses.

Results

- Since passage of the ordinance, the city has approved conservation easements totaling over 2,000 acres. Easements are strategically located and planned to provide large contiguous blocks of land and to offer both habitat value (typically a riparian corridor) and farmland value.
- The city has received nearly \$500,000 in in-lieu fees for use in acquisition of additional agricultural conservation easements.
- The city has obtained a number of grants from the State's Agricultural Stewardship Program by demonstrating that the farmland preservation program can provide available administrative capacity and matching funds.

Vital Statistics

- The city approves the location and terms of each conservation easement. The Yolo Land Trust, a non-profit organization established to conserve farmland co-holds many of the easements with the city. The primary responsibility of the Trust is monitoring compliance with terms of the easement.
- The Farmland Preservation Ordinance requires that land used to mitigate the loss of prime farmland be located within the Davis planning area, which covers 55,000 acres.
- City planning staff spent nearly a year developing the ordinance and a model easement with substantial input from neighborhood groups, developers, the farming community, Yolo County staff, land trusts, and others.
- Before approving the ordinance, the city hired a consultant to conduct an economic analysis and nexus study.

Key Player(s) City of Davis ■ California Department of Conservation ■ Yolo Land Trust

Contact Info Jeff Loux, Former City of Davis Planning Director, now with MIG Inc., (530) 753-9606
Mitch Sears, City of Davis Parks and Community Services Department, (530) 757-5626

References <http://www.city.davis.ca.us/>

City-County Collaboration Preserves Open Space

LAND PURCHASE

In a rapidly growing region with a large amount of threatened open space, the County of Solano and the cities of Benicia, Fairfield, and Vallejo are collaborating to protect remaining open space through a joint powers authority.

Organization Tri-City and Solano County Cooperative Planning Group

Jurisdiction: Regional
Setting: Suburban/Rural
Population: 230,856

Year Initiated 1994

Description The County of Solano and the cities of Benicia, Fairfield, and Vallejo have formed a joint powers authority (JPA) to plan for open space that adjoins the three cities, including undeveloped areas within the cities' spheres of influence. The JPA was initiated when the county and the three cities were each interested in protecting a highly productive ranching area but found that, because the area was unincorporated, they could not progress toward this goal without collaboration. While the JPA has no land use authority, it requires that its open space plan be adopted as part of each jurisdiction's general plan. This requirement ensures each jurisdiction's commitment to the goals and policies in the JPA's plan. In addition, under provisions of the JPA, any amendment to the preservation plan requires approval of all jurisdictions. One of the most important components of plan formation and implementation is the participation of a citizens advisory committee (CAC), which has now been established as a permanent advisory board to the JPA. The CAC reviews amendments to the open space plan and acts as an advocate for the plan at meetings held by each participating jurisdiction.

Results

- The JPA has developed a plan for the preservation of 10,000 acres in continued agricultural use. The plan provides for use of some of these lands for recreation.
- A 1,000-acre parcel was purchased by the Solano County Farmlands and Open Space Foundation and leased out for continued use as an active ranch – consistent with the goals and policies of the preservation plan.
- The JPA has led to greater trust among the three cities.

Vital Statistics

- The JPA's board is composed of representative elected officials from each of the four jurisdictions. Its planning advisory board is composed of planning staff from each.
- The JPA collaborates closely with both the adjacent Greater Vallejo Recreation District and the Solano County Farmlands and Open Space Foundation.

Key Player(s) County of Solano ■ Cities of Benicia, Fairfield, and Vallejo ■ Greater Vallejo Recreation District ■ Solano County Farmlands and Open Space Foundation

Contact Info Harry Englebright, Principal Planner, County of Solano, (707) 421-6765, FAX: (707) 421-4805, Email: henglebright@solanocounty.com

References "Tri-City and County Cooperative Plan for Agriculture and Open Space Preservation. Concept Plan and Policy Program Report," 1994.

Maryland's progressive statewide initiative directs state funds to Smart Growth Areas to support compact development and preserve open space.

Organization State of Maryland

Jurisdiction: State
Setting: Urban/Suburban/
Rural
Population: 5 Million

Year Initiated 1997

Description Governor Glendening drove this ambitious initiative through the state legislature to coordinate the growth management activities of state agencies. The initiative's goals are (1) to save the state's most valuable remaining natural resources, (2) to direct state funding to support development in areas where the infrastructure is already in place, and (3) to save taxpayers sprawl-related infrastructure costs. The initiative is centered on the Priority Funding Areas (PFAs) legislation, which prohibits state infrastructure funding and other support outside of Smart Growth Areas specified by local governments. Complementing this urban- and suburban-oriented legislation is the Rural Legacy Program, which redirects state funds to land preservation programs, such as purchases of conservation easements. The initiative also provides for a Brownfields Program to encourage the redevelopment of contaminated sites by limiting liability. The two additional key components of the initiative are (1) the Job Creation Tax Credit, which provides financial incentives for small business investment in Smart Growth Areas; and (2) the Live Near Your Work Program, which provides financial support for people to buy homes near their place of work. The initiative's overall policy framework is set forth in an executive order that establishes criteria to guide state agency funding decisions and prioritize funding within PFAs towards urban areas.

- Results**
- In keeping with smart growth guidelines, a number of projects outside of PFAs were eliminated from the state transportation capital budget. Similarly, the initiative has affected siting decisions for public buildings such as schools and police offices. State building leasing guidelines have been modified to be consistent with the initiative as well.
 - In 1998, 14 Rural Legacy grants totaling \$29 million were awarded to protect about 13,300 acres of land. Another \$25 million has been authorized for 1999.
 - Through the first half of 1999, 31 sites containing a total of nearly 1,200 acres have been accepted into the Brownfields Program. Prior to 1999, 15 sites were redeveloped.

- Vital Statistics**
- The Office of Planning is the lead agency for the initiative and manages the Priority Funding Areas program. The office works with the Departments of the Environment, Natural Resources, Transportation, Housing & Community Development, Business & Economic Development, and Agriculture to implement the initiative through both project-by-project and programmatic changes.
 - Municipalities, state-designated Revitalization Areas, Enterprise Zones, Heritage Areas, and certain metropolitan areas were the initial PFAs. Counties can designate other areas as PFAs provided they meet guidelines for intended use, are covered by 10-year plans for sewer and water systems, and permitted residential density (a minimum of 3.5 units/acre).
 - The Rural Legacy Program will preserve 50,000 to 75,000 acres of farms, forests and open spaces during the initial five-year program period through a competitive process.

Key Player(s) Parris N. Glendening, Governor ■ Ron Young, Deputy Director, State Office of Planning
Contact Info Jim Noonan, Smart Growth Coordinator, State Office of Planning, (410) 767-4562,
Email: jim_n@mail.op.state.md.us
References <http://www.op.state.md.us/smartgrowth/>

Regional Plan Establishes Ground Rules for New Development

REGIONAL PLANNING

Through regional planning, technical assistance, and regulatory authority, the Cape Cod Commission protects Cape Cod's environmental resources and provides for a sustainable regional economy.

Organization Cape Cod Commission, Cape Cod, MA

Jurisdiction: Regional
Setting: Suburban
Population: 200,000

Year Initiated 1990

Description The Cape Cod Commission (CCC) is responsible for the development of the Regional Policy Plan, a comprehensive plan for the 15 towns that fall under the Commission's jurisdiction. The Plan, which is updated every five years, includes standards and ground rules for new development. Member towns are encouraged to develop Local Comprehensive Plans that are consistent with the Regional Plan. Towns that have their plans certified by the commission benefit from the CCC's enabling legislation and are able to use development agreements to streamline permitting and can assess development impact fees. The CCC also provides technical assistance to local governments in the areas of natural resources and open space protection, economic development, affordable housing, waste management, transportation, water resources, and historic preservation. In addition, the CCC regulates Developments of Regional Impact (DRIs)—projects whose effects spread beyond their immediate surroundings. These projects are approved only when they would provide net benefits and are consistent with local and regional plans. Residential DRI projects must contain at least 10% affordable housing. Under the CCC, towns may also establish Districts of Critical Planning Concern that provide for preservation of ecological resources or promote certain kinds of development. Local and regional plans also encourage redevelopment as well as development in locally-designated growth centers.

Results

- The CCC provides unprecedented inter-town cooperation and regional regulation in a state with a strong "home rule" tradition.
- Six of the region's 15 towns have completed Local Plans that have been approved by the Commission. All of the other towns are working toward completion of their plans.
- Roughly 170 Developments of Regional Impact have been reviewed; 130 have been approved with conditions, and 40 have been rejected.
- The CCC has secured over \$6.5 million from the federal government for affordable housing.

Vital Statistics

- The CCC is made up of 19 members representing its towns, county commissioners, minorities, Native American groups, and the governor's office.
- The CCC is a department of Barnstable County, whose jurisdiction coincides with that of the Commission.
- Funding for the CCC is provided by the Cape Cod Environmental Protection Fund.
- DRIs are currently defined as commercial development of more than 10,000 square feet or residential development of more than 30 units.

Key Player(s) Armando Carbonell, Former Executive Director, CCC ■ Paul Tsongas, Former US Senator
Contact Info Margo Fenn, Executive Director, (508) 362-3828, Email: frontdesk@capecodcommission.org
References 1996 Final Cape Cod Regional Policy Plan, <http://www.capecodcommission.org/rpp/rpptoc.htm>

Urban/Rural Development Zones Protect Farmland

COMPREHENSIVE PLANNING

An active comprehensive planning program—including use of zoning, growth boundaries, and conservation easements—has enabled Lancaster County to protect valuable agricultural lands from haphazard development.

Organization County of Lancaster, PA

Jurisdiction: Regional
Setting: Urban/Suburban/
Rural
Population: 475,000

Year Initiated 1985

Description

The Lancaster County Planning Commission manages the county's Comprehensive Plan, which includes a Policy Plan, Growth Management Plan, and an Action Plan, all aimed at protecting the county's agricultural resources and its citizens' quality of life. Stemming from these plans are various general goals and specific programs. The county has established criteria for 20-year growth boundaries and works with townships to put these boundaries in place. The boundaries are established through zoning changes that create urban development zones (where urban services are provided) and rural/agricultural zones (which provide strong protection of these lands). To help protect farmland, the Board of County Commissioners established an Agricultural Preserve Board to manage a farmland conservation easement program. The program designates certain agricultural lands as high priorities for protection. Owners of these lands are eligible to sell easements to the county, or to offer the county first right of refusal to purchase the land at its market price. In addition, lands designated as Agricultural Security Areas by township governments are not subject to standard governmental powers of eminent domain and thereby receive additional protection from potential public works projects.

Results

- 23 of the 26 townships that could establish growth boundaries have done so; two of the remaining three are in the process.
- The county's GIS-based growth tracking shows that roughly 75% of new residential units are being developed within growth boundaries. That number is growing at roughly 1% per year toward the county's goal of 80%.
- The county's farmland protection programs have helped preserve 30,000 acres of farmland, all outside urban growth boundaries.
- Despite these successes, development outside urban growth boundaries continues to consume a disproportionate amount of land. The relatively large size of these properties makes them attractive for development.

Vital Statistics

- The Planning Commission, a county agency and the region's designated Metropolitan Planning Organization, has a staff of 45, of whom 26 are professional planners.
- Staff of the Community Planning Division provide planning and technical support to the 60 local municipalities. (Many of these municipalities do not have professional planning capacity.)
- Agricultural Preserve Board uses county or state funds to purchase the easements. A local non profit, the Lancaster Farmland Trust, also purchases easements using private funds.
- County planning goals are achieved by promoting and facilitating consistency of local plans, and by using grants to buy park land and open space and to make transportation improvements in urban areas.

Key Player(s)

Ronald Bailey, County Planning Director; Terry Kauffman, County Commissioner ■ Alan Mussleman, Former Director, County Agricultural Preservation Program ■ Tom Stouffer, Director, Lancaster Farmland Trust

Contact Info

Ronald Bailey, Executive Director, (717) 299-8333, Email: bailey@co.lancaster.pa.us

References

- Tom Daniels, "When City and Country Collide," Washington DC: Island Press, 1999.
- <http://www.sustainable.doe.gov/codes/lancastr1.htm>

urban revitalization



Brownfields Redevelopment
Emeryville, CA

Photo: City of Emeryville



South Beach Redevelopment
San Francisco, CA

Photo: Steve Proehl



Waterfront Redevelopment
Suisun City, CA

Photo: Suisun City Redevelopment Agency

Residents Resist Displacement, Revitalize Urban Neighborhood

INFILL DEVELOPMENT

Through the Dudley Street Neighborhood Initiative, a group of Boston residents has implemented a community plan, brokers land, and works with the private and public sectors to achieve redevelopment without displacement and improve their neighborhood.

Organization Dudley Street Neighborhood Initiative,
Boston, MA

Jurisdiction: Non-Profit
Setting: Urban
Population: 24,068

Year Initiated 1984

Description Reacting to continued decline of their neighborhood—highlighted by 1,300 vacant lots coupled with the threat of displacement through gentrification—residents came together to take control of the neighborhood's future by creating a plan for a revitalized urban village. The plan, completed in 1987 and updated in 1996, contains specific strategies for physical, economic, and human development. Physical development strategies address how the neighborhood should be developed, how the development will be financed, and how residents will be protected from displacement. The latter concern has been addressed through a fund to acquire properties and return them to the community, through housing counseling, and through anti-speculation advocacy. To empower neighborhood residents and thus enable the community to control development, the City of Boston granted DSNI eminent domain powers, which DSNI has used to reclaim abandoned parcels of land for construction of affordable housing.

Results

- The City of Boston adopted the DSNI plan as its redevelopment plan for the neighborhood.
- Nearly 500 vacant lots have been redeveloped into affordable homes, gardens, and playgrounds. Many parks and schoolyards have been cleaned up and improved, and a new public town common has been designed and built.
- Dozens of businesses have started or expanded operations in the Dudley neighborhood, stimulating the local economy and creating jobs.
- In 1997, DSNI won an American Planning Association National Planning Award for its community-based planning process.
- In 1998, 36 new units of affordable housing were built in the neighborhood. Another 70 will be built in the next three years.
- Using urban agriculture as a strategy for building economic power, the site of an old garage will be redeveloped as a food-producing greenhouse.

Vital Statistics

- DSNI is a collaborative of over 3,000 resident members, businesses, non-profits, and religious institutions, with a 29-member Board of Directors elected by the community every two years.
- With the help of a consultant, 200 people spent nine months to create the Urban Village plan.
- In addition to its planning efforts, DSNI provides a broad range of services to and for the neighborhood, including resident development classes, income tax preparation assistance, youth programs, public education improvements, and crime prevention.
- General and operating budgets are funded through local banks and foundations.
- DSNI was the first (and may still be the only) non-governmental organization granted eminent domain authority.

Key Player(s) Neighborhood residents ■ Mabel Louise Riley Foundation ■ Land Trust ■ City of Boston
■ Annie E. Casey Foundation ■ Ford Foundation

Contact Info John Barrows, Interim Executive Director, (617) 442-9670

References <http://www.dsni.org/> ; <http://www.cpn.org/DSNI/>
<http://www.planning.org/abtapa/awards97/natwin97.html>

Through a public visioning process, Chattanooga transformed itself from a declining city into a model of urban revitalization.

Organization City of Chattanooga, TN

Jurisdiction: Municipal
Setting: Urban
Population: 150,000

Year Initiated 1984

Description Facing a declining inner city, public and private leaders came together to create a plan to revive Chattanooga's neglected riverfront and to develop a vision for the city's future. The Vision 2000 planning process—driven by a nonprofit organization and involving hundreds of residents—produced a 25-year master plan that centered on reclaiming the Tennessee River waterfront to make it accessible to the public. As the plan was carried out through the late 1980s and early 1990s, city leaders decided to take a process a step further to make Chattanooga a working model of sustainable development. A series of community meetings in 1993, again involving hundreds of residents, generated ideas for a sustainable city. As a result, the city has adopted programs for stormwater pollution prevention, priority judicial action for environmental violations, an aggressive recycling program, and a free, zero-emission vehicle public transit system in the city's downtown.

- Results**
- Derelict warehouses and burned-out buildings that blocked access to the river have been replaced with the world's largest freshwater aquarium, surrounded by an inviting public space connected with shoreline trails, bike paths, and riverside parks. These new attractions and amenities now draw more than two million visitors annually.
 - A century-old bridge has been renovated for pedestrian use to connect the city's downtown to residential areas and mixed-use developments that include new hotels, restaurants, retail stores and other entertainment venues. Over 1,000 new jobs and 10,000 temporary jobs have been created through this redevelopment investment.
 - Chattanooga Neighborhood Enterprise, a public-private partnership stemming from Vision 2000, has invested millions of dollars in affordable housing for first-time homebuyers, home repairs, low-income rental development, and a program that renovates and converts deteriorating buildings into low-income homes.
 - A downtown fleet of electric buses, built by a city-created nonprofit and managed through a public-private partnership, carries over one million riders each year, significantly reducing pollution and traffic congestion and freeing parking lot land for redevelopment.
 - Chattanooga's efforts have won accolades from the President's Council on Sustainable Development, the American Planning Association, and numerous other organizations.

- Vital Statistics**
- From 1988 to 1999, \$443 million was invested to revive the riverfront, 80% of which was private funds.
 - Most of the public funds—\$26 million—came from the federal government. Local voters passed a half-cent sales tax in 1996 to fund continued economic development.

Key Player(s) David Crockett, City Councilor ■ Lyndhurst Foundation ■ Chattanooga Venture ■ J. Stroud Watson, Director, Riverfront Downtown Planning & Design Center

Contact Info Karen Hundt, Chattanooga-Hamilton County Regional Planning Agency, (423) 757-5216
 Jim Bowen, RiverValley Partners, (423) 265-3700

References Jim Schwab, "Tennessee River Park," *Planning*, April 1998. ■ Louis Jacobson, "This city's future is now less hazy," *National Journal*; March 8, 1997. ■ Steve Lerner, "Brave new city?" *The Amicus Journal*, Spring 1995.

Through funding from a variety of sources and a process involving citizens, businesses, and government, the Unity Council has spearheaded a plan to revitalize Oakland's Fruitvale neighborhood using the BART station as a focal point.

Organization Unity Council, Oakland, CA

Jurisdiction: Neighborhood
Setting: Urban
Population: 53,000

Year Initiated 1991

Description The Unity Council, a local, non-profit community development corporation, serves the Fruitvale neighborhood of Oakland by promoting minority leadership and social and economic opportunities in the community. After the Bay Area Rapid Transit (BART) district proposed an unpopular parking structure at the Fruitvale station in 1991, the Unity Council responded with an alternative proposal for an inclusive process of community visioning to develop a plan for a transit village around the BART station. The Unity Council worked with the community, BART, the Metropolitan Transportation Commission (MTC), and the City of Oakland to produce a plan that would stimulate BART ridership while helping to revitalize the surrounding neighborhood. Challenges to developing a transit village have included BART's requirement that all parking be replaced and that it be free to BART riders, the sometimes conflicting goals of funding sources, complicated title transactions, the need for subsidies, and regulations associated with building on brownfield sites.

- Results**
- Through design charrettes, community meetings, and newsletters, the public has been involved throughout the development of Fruitvale BART transit village plan, resulting in very strong community support for the project.
 - The planning process yielded a plan that avoids gentrification of the area by encouraging new commercial development that provides a gateway to the existing commercial area.
 - The final development will include housing, shops, parking, child care, a health clinic, a senior center, a library, and offices for non-profits.
 - To date, a 60 unit affordable senior housing project adjacent to the BART station has been completed, and site preparation work for the rest of the transit village began in fall 1999.

- Vital Statistics**
- The Fruitvale BART transit village project took eight years from initial planning to initial construction.
 - Over \$30 million has been raised for various portions of the transit village. All of the key players have provided funding for planning and capital improvements.
 - The Unity Council has been involved in community development in the Fruitvale neighborhood since 1964. While the Fruitvale BART project is the most ambitious that the Unity Council has undertaken, the project is in keeping with other smaller projects, including affordable family and senior housing, completed by the Council in the past.

Key Player(s) Unity Council ■ City of Oakland ■ Metropolitan Transportation Commission (MTC) ■ U.S. Department of Transportation (USDOT) ■ BART ■ La Clinica de la Raza

Contact Info Jennifer Kassan, Unity Council, (510) 535-6924, FAX: (510) 534-7771, Email: jkassan@unitycouncil.org.

References Unity Council, www.unitycouncil.org. ■ Transportation for Livable Communities, MTC, <http://www.mtc.ca.gov/projects/livable-communities/lcindex.htm>
 ■ Transact Case Study, <http://www.transact.org/case/fruit.htm>

Industrial Area Transformed by Housing, Ballpark, Offices

INFILL DEVELOPMENT

Through the efforts of the San Francisco Redevelopment Agency, the district of warehouses and piers immediately south of downtown is being transformed by mixed-use development, including housing, a new ballpark, and new corporate headquarters.

Organization Redevelopment Agency, San Francisco, CA

Jurisdiction: Neighborhood
Setting: Urban
Population: 789,596 (Citywide)

Year Initiated 1981

Description

Since 1981, the San Francisco Redevelopment Agency has been working to carry out development plans for the Rincon Point-South Beach Redevelopment Project Area, an underused area south of San Francisco's downtown. The project, scheduled for completion by 2010, will yield 2,500 new units of housing (at least 20% of which will be affordable), a major corporate headquarters, a new San Francisco Giants baseball stadium at China Basin, a 700-berth boat harbor and the redevelopment of Pier 40, two new waterfront parks, rehabilitation and commercial reuse of numerous historic buildings, and reconstruction of the Embarcadero roadway and local streets. The agency uses four main tools to carry out redevelopment goals. The first is financing; the agency uses a variety of debt strategies, including tax increment bonds, mortgage revenue bonds, hotel tax bonds, lease revenue financing, and Mello-Roos bonds. Another tool is real estate actions, through which the agency encourages landowners to participate in planning objectives for the project and acts as an intermediary to facilitate private purchase of lands. While it can use its power of eminent domain to condemn land, the agency rarely does so, nor does it often make direct purchases, due to financial constraints. A third tool is public infrastructure and facilities improvements, which the agency often funds. Finally, the agency uses the process of neighborhood planning to provide a focus for community organization.

Results

- At buildout, the \$800 million of private money invested in the Rincon Point-South Beach area will generate approximately \$8 million of new tax dollars to the city annually.

Vital Statistics

- The San Francisco Redevelopment Agency is a legally separate entity that performs redevelopment functions for the city and County of San Francisco under the State of California's Community Redevelopment Law. Its mission includes provision of housing, economic development, and improved quality of life.
- The agency has catalyzed the construction of more than 25,000 units of housing in San Francisco.

Key Player(s) San Francisco Redevelopment Agency ■ Citizens ■ Businesses

Contact Info Tiffany Bohee, San Francisco Redevelopment Agency, (415) 749-2481, FAX: (415) 749-2585, Email: tiffany_bohee@ci.sf.ca.us.

References San Francisco Redevelopment Agency, <http://www.ci.sf.ca.us/sfra>.

Regional Tax Base Sharing Reduces Competition, Fiscal Disparities

TAX-BASE SHARING

The metropolitan Twin Cities area uses a tax sharing system to reduce intergovernmental competition, fiscal disparities, and incentives for sprawl.

Organization Metropolitan Council, Twin Cities, MN

Jurisdiction: Regional
Setting: Urban/Suburban
Population: 2.5 Million

Year Initiated 1971

Description Recognizing the significant fiscal disparities among the seven counties in the Twin Cities region, the Minnesota State Legislature created a partial property tax base sharing system for the region. The system was established primarily to reduce competition among local governments for new non-residential development. The rationale: since the region as a whole provides the economy and infrastructure that enable commercial/industrial development, the region as a whole should thus share the fiscal benefits.

Reducing competition relieves pressure on municipalities to court development; with smaller relative gains in tax revenue, there is less fiscal incentive to use zoning to attract the businesses that normally provide a larger tax base boost. The revenue-sharing arrangement is part of a larger effort of regional planning and cooperation managed by the Metropolitan Council. The regional management of the sewer and transportation services, for example, further reduces inter-municipality competition.

- Results**
- Though these figures vary, the law has reduced fiscal disparities from roughly 50:1 to 12:1.
 - In 1999, the tax base sharing pool was \$397 million—roughly 28% of the region's commercial/industrial tax base.
 - Generally, about two-thirds of the region realize a decrease in taxes and often an increase in services as a result of tax-base sharing. The remaining third typically consists of the region's wealthier suburbs.
 - Initially, revenue sharing resulted in a significant inflow of funds to Minneapolis that helped stimulate redevelopment and support infrastructure maintenance. (Development activity increased so much that the city later became a net contributor to the program.)

- Vital Statistics**
- The legislation splits tax revenue from growth among 186 municipalities, 48 school districts, and roughly 60 other taxing authorities in the seven-county area.
 - Each city contributes 40% of the growth of its commercial/industrial property tax base acquired after 1971.
 - Redistribution is based on the population and total market value (as calculated by the state Revenue Department) of all taxable property in each taxing district. County administrators are responsible for determining area's contribution, distribution, and the area-wide tax rate on the shared base. One county's auditor is elected by the counties to coordinate administration.
 - Some of the program's success has been attributed to its automatic and non-discretionary (and thus non-political) nature. It is a long-standing and integral part of the general property tax system.

Key Player(s) Citizens League ■ Metropolitan Council ■ League of Cities

Contact Info Gene Knaff, Research Economist, Metropolitan Council, (651) 602-1334,
Email: gene.knaff@metc.state.mn.us

References Douglas R. Porter, *Managing Growth in America's Communities*. Washington, DC: Island Press, 1997.
■ "The Value of Land: 1998 Annual Review," Lincoln Institute of Land Policy, 1998. ■ "Twin Cities tax-base sharing table," *Minnesota Journal*, February 16, 1999. ■ *Minnesota Statutes 1998*, Chapter 276A.

A number of Pennsylvania cities use a split-rate property tax to encourage infill development, and increased density, while discouraging land speculation.

Organization State of Pennsylvania

Jurisdiction: State
Setting: Urban/Suburban/
Rural
Population: 12 Million

Year Initiated 1913

Description Using property taxation as an incentive for concentrated development and redevelopment, over a dozen Pennsylvania cities take advantage of state enabling legislation that authorized a split-rate property tax. Under this scheme, the tax on buildings and land is split and buildings are taxed at a lower rate. The lower rate for buildings provides an incentive for owners to maintain and improve their properties. The higher land rate discourages real estate speculation, which often leaves potentially productive urban space vacant; the disincentive for speculation in turn encourages infill development. By helping to prolong the life of existing buildings, the split-rate system has the potential to promote more efficient use of land and public infrastructure to direct growth toward downtown and inner city areas.

Results

- A study showed that the annual value of building permits in Pittsburgh grew by 70% in the 1980s after the city expanded its split-rate tax. Fourteen comparable cities analyzed in the study saw a 14% decline in building permit value during this period. Other cities that have instituted or expanded split-rate taxes (including New Castle, McKeesport, Scranton, Clairton, and Connellsville) have experienced similar gains while comparable nearby cities have seen declines.
- Research has found that the tax system has encouraged concentrated economic development. Pittsburgh has a relatively compact pattern compared with other cities.
- Harrisburg has seen increased vertical—as opposed to horizontal—development that the city attributes in part to its split-rate tax.
- In the City of Washington, the reduced tax on buildings and building improvements has created a surge in building permits for modifications to existing structures, stimulating economic development citywide.

Vital Statistics

- Sixteen cities and two other jurisdictions in Pennsylvania use a split-rate tax, with land-to-building tax ratios typically around 5:1 but ranging as high as 16:1.
- Pittsburgh and Scranton implemented the system in 1913. Since the 1970s, the state legislature has extended the split-rate option to other cities and school districts as well as the state's 1,000 boroughs.
- Many participating cities enact the split-rate tax on a “revenue neutral” basis, so that there is no initial fiscal impact. The total tax on an existing parcel with improvements remains the same, only the method of calculating it changes, with a share of the tax burden shifted from the buildings to the land.
- Gradual implementation (incremental over a ten year period, for example) of the tax shift from buildings to land has also proven successful.

Key Player(s) Steven Cord, Former President, and Joshua Vincent, President, Center for the Study of Economics ■ Stephen Reed, Mayor, Harrisburg

Contact Info Anthony Spossey, Mayor, Washington, PA, (724) 222-9315 ■ Joshua Vincent, President, Center for the Study of Economics, (410) 740-1177, Email:hgeorge@smart.net

References Alanna Hartzok, “Pennsylvania’s Success with Local Property Tax Reform: The Split Rate Tax,”
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■ <http://www.smart.net/~hgeorge/>

Initiative Promotes Urban Revitalization, Protects Everglades

REGIONAL PLANNING

To reduce westward development pressures on the Florida Everglades, Eastward Ho! provides local governments and residents with financial and technical support for revitalizing urban areas.

Organization South Florida & Treasure Coast
Regional Planning Councils, FL

Jurisdiction: Regional
Setting: Urban/Suburban
Population: 5 Million

Year Initiated 1996

Description Recognizing the interdependent nature of South Florida's economic, environmental, and social systems, Governor Chiles' Commission for a Sustainable South Florida recommended the establishment of Eastward Ho! The Eastward Ho! program is a partnership of federal, state, county, and local government agencies, as well as environmental organizations, private sector firms, foundations, and other non-profits committed to promoting environment justice and facilitating redevelopment. The program guides and promotes locally-driven initiatives to revitalize urban areas and reduce increasing westward development pressure on the Everglades. The initiative places renewed emphasis on infill and redevelopment in urban areas, and promotes community planning, investment, and support. The program encourages local governments to reduce development risk by establishing revitalization plans, enforcing codes and standards, and streamlining permit processes. To stimulate brownfields redevelopment, Eastward Ho! has formed a partnership to identify sites and work with local communities and developers to facilitate redevelopment. The initiative provides technical and financial support, including a competitive grant program, community urban design charrettes, project facilitators, and Eastward Ho! demonstration projects such as a model sustainable development project.

- Results**
- Many urban areas in the region, including the communities of Hollywood, Delray Beach, West Palm Beach, Lake Worth, Boynton Beach, Fort Pierce, and Stuart, are being revitalized.
 - The Eastward Ho! Brownfields Partnership assessment and clean-up projects include three EPA Brownfields Demonstration Pilots, a targeted brownfields assessment project in the City of North Miami Beach, and four state brownfields pilot projects.
 - Two job training programs target residents of brownfields areas and support community involvement in brownfields redevelopment efforts. The first training class of 19 students graduated in July 1999.
 - Eastward Ho! has raised awareness of and placed attention on revitalization and preservation efforts. The momentum has been complemented by a recent Empowerment Zone designation for Miami-Dade County.
 - Eastward Ho! Legislative Task Team recommendations are part of Florida's recent model urban infill legislation, which provides incentives for community revitalization and redevelopment.

- Vital Statistics**
- The Florida Department of Community Affairs spearheaded the Eastward Ho! initiative and provided resources to the regional planning councils, which manage the initiative.
 - The program is voluntary, and covers a five-county area comprising 69 local governments, including Miami, Fort Lauderdale, and West Palm Beach. The region extends 150 miles from north to south.

Key Player(s) Governor's Commission for a Sustainable South Florida ■ Jim Murley, State Department of Community Affairs ■ Southeast Florida's Local Governments

Contact Info Isabel Cosio Carballo, Coordinator, (954) 985-4416, Email: isabelc@sfrpc.com

References http://www.sfrpc.com/whatsnew/eho_jump.htm ■ L. Benjamin Starrett, "A Look East: The Urban Face of Everglades Restoration," Terrain, 1999.

In Tualatin an Urban Renewal Plan has created a mixed-use, pedestrian-friendly village in the center of town.

Organization Tualatin Development Commission,
Tualatin, OR

Jurisdiction: Municipal
Setting: Suburban
Population: 20,400

Year initiated 1975

Description Rapid growth in the early 1970s transformed Tualatin from a rural town into a Portland bedroom community with no discernable downtown. In response, the city established an urban renewal district covering 300 acres in the city center, and set about creating a new, compact downtown. In 1979, Tualatin drafted a comprehensive plan focused on urban revitalization, and replaced traditional zoning with planning districts that provide flexibility and enable mixed-use redevelopment. Within the urban renewal district, the city uses tax increment financing to fund infrastructure improvements. Outside the district, developers pay impact fees to offset public infrastructure costs. An architectural review process includes community design standards intended to make all new downtown development pedestrian-oriented.

Results

- The city has made improvements to streets and traffic signals and enabled mixed-use downtown development in accordance with the urban renewal component of the comprehensive plan.
- The main success has been Tualatin Commons, a 19-acre town village envisioned by the Urban Renewal Advisory Committee in 1983 and planned through a community-based participation process. The resulting fully-occupied development, which replaced longstanding undesirable uses, contains office buildings, rowhouses, a hotel, live/work units, restaurants, and a public plaza and promenade surrounding a manmade three-acre lake. The project was designed to fit into the surrounding natural and built environments; the development considerably reduced impervious surface area on the site and used fill from the manmade lake to correct a floodplain problem. The project has also helped reduce vehicle travel in the vicinity.

Vital Statistics

- The Tualatin Development Commission purchased and assembled the Tualatin Commons site.
- Tax-increment financing was used to raise \$10.8 million for land acquisition, planning, infrastructure, and a public square. Net public costs after sale of land will be \$7.9 million.
- After failed attempts at development from 1983 to 1990, the city's urban renewal agency stimulated development by assuming the role of developer of the lake, promenade, fountain, and some parking.
- Through a public process, the Commission established objectives in the urban renewal plan for Tualatin Commons, developed design guidelines for the Commons project and, through market analysis, determined land uses that would work best in the new downtown.
- The city helped reduce development costs by streamlining the permitting process for developers that adhered to the Tualatin Commons Design Guidelines.

Key Player(s) Tualatin Development Commission ■ Janet Young, Former Director, Economic Development Department ■ Tualatin Futures citizens group

Contact Info Doug Rux, Director, Economic Development Department, (503) 692-2000, Email: drux@ci.tualatin.or.us

References "UnSprawl Case Study: Tualatin Commons, Oregon," Terrain, Issue #4, Summer 1999. ■ Simmons B. Buntin, "Community Redeveloped," Masters Thesis, University of Colorado at Denver, May 1997.

Nonprofit Group Facilitates Reuse of Contaminated Land

BROWNFIELD REDEVELOPMENT

An energy utility formed a nonprofit organization to promote brownfields redevelopment in Michigan.

Organization Consumers Renaissance Development Corporation, MI

Jurisdiction: Non-Profit
Setting: Urban/Suburban
Population: 9 Million

Year initiated 1996

Description Following a governor's panel finding that suburban sprawl was the number one environmental threat to the state and bolstered by state legislation encouraging brownfields redevelopment, Consumers Energy, an energy utility, formed the non-profit Consumers Renaissance Development Corporation (CRDC) to promote reuse of the state's thousands of contaminated properties. CRDC seeks to raise awareness of the environmental and economic benefits of redeveloping brownfield sites and the mechanisms for realizing these benefits. It focuses particularly on taking advantage of available incentives that make redevelopment projects financially attractive. CRDC ushers municipalities and businesses through the redevelopment process, including project assessment, transaction facilitation, technical and legal assistance, and marketing. In addition, the organization provides seminars, information, pilot programs, and technical assistance. Through these efforts, which complement the state's brownfields program, CRDC seeks to influence and stimulate the brownfields redevelopment market.

Results

- CRDC has helped to close 26 deals that have involved packaging \$232 million in financial incentives (grants, tax credits and deductions, local tax-increment financing). These projects leveraged \$600 million in new private investment and retained or created 4,420 jobs.
- CRDC has conducted seminars and published the Brownfield Redevelopment Guide to educate businesses and municipalities about brownfields redevelopment.
- Through a pilot project, an automotive industry manufacturer seeking to expand built a new factory on a nearby property, saving the company money and creating 80 new jobs.

Vital Statistics

- CRDC was created as a private nonprofit by Consumer Energy, an investor-owned utility. Its board of directors consists of staff from Consumers Energy and its parent, CMS Energy.
- CRDC works in a public-private partnership with the Michigan Economic Development Corporation, the Michigan Department of Environmental Quality, and the Michigan Municipal League.
- Funding is provided through state grants, contributions of in-kind services from Consumers Energy, and pro bono assistance from law firms, engineering consultants, real estate brokers, and developers.
- CRDC has a core staff of just four people. The organization draws on law, finance, accounting, and economic development expertise from Consumers Energy as well as from various advisory panels and pro bono support.

Key Player(s) Bruce Rasher, Former Manager of Cleanup & Redevelopment, Consumers Energy
Contact Info Bruce Rasher, Vice President, CRDC, (517) 788-0331, Email: bwrasher@cmsenergy.com
References NALGEP, "Profiles of Business Leadership on Smart Growth," 1999.
<http://www.consumersenergy.com/community/crdc/>

Urban areas are revitalized and greenspaces protected through an innovative program that has facilitated the cleanup of hundreds of contaminated industrial sites.

Organization Pennsylvania Department of Environmental Protection

Jurisdiction:	State
Setting:	Urban/Suburban/ Rural
Population:	12 Million

Year initiated 1995

Description To facilitate the cleanup of the state's numerous contaminated sites, bipartisan state legislation created the Land Recycling Program with the goals of making contaminated sites safe, returning these sites to productive use, and preserving farmland and greenspace. The program promotes a partnership approach to cleanup and redevelopment with expected benefits of cleaner and safer communities, job creation, and economic development. The program consists of four basic elements: (1) uniform risk-based standards that provide flexibility in the extent of cleanup required for each site; (2) standardized, relatively simple administrative processes for site approval; (3) limited liability for new developers and owners once the site is cleaned; and (4) financial assistance in the form of grants and loans to help finance assessments and cleanups.

Results

- As of June 1999, 476 sites have been cleaned, and 703 applications have been submitted.
- Over \$15 million in grants and loans has been provided by the state for site assessments and cleanups.
- As an example, the former York Manufacturing site—empty for 35 years and contaminated with asbestos, lead, and petroleum—was cleaned and renovated. The new Industrial Plaza of York houses four organizations employing hundreds of people, generating revenue for the city, bringing life back to a previously blighted area, and precluding greenfield development.
- The program won an Innovations in American Government award in 1997 for making cleanup not only feasible but attractive.

Vital Statistics

- Three state legislative acts form the regulatory basis for the program: one to establish the program and create standards, one to limit liability, and one to authorize financial assistance.
- The program is under the auspices of the state Department of Environmental Protection.
- The program is managed through six regional offices, a program support unit, and a program planning and development unit.
- Each site must meet one or more of three cleanup standards: background (natural condition), statewide health, site-specific.

Key Player(s)	Governor Tom Ridge ■ numerous State Legislators
Contact Info	James Spontak, Land Recycling Program, (717) 783-7816, Email: Spontak.James@dep.state.pa.us
References	“Old Sites. New Opportunities,” Pennsylvania’s Land Recycling Annual Report, July 1998. http://www.dep.state.pa.us/dep/deputate/airwaste/wm/landrecy/default.htm#anchor16193

Initiative Employs Variety of Tools to Promote Smart Growth

MULTIPLE

Austin has launched a citywide initiative that uses many tools—including growth zones, development guidelines, permit streamlining, financial incentives, design standards, and neighborhood planning—to encourage smart growth.

Organization City of Austin, TX

Jurisdiction: Municipal
Setting: Urban
Population: 567,566

Year initiated 1998

Description

In 1995, the Austin City Council appointed a group of civic leaders to confront the problems associated with traditional growth and development patterns. The Citizens' Planning Commission made recommendations and, at the Council's request, prepared a comprehensive strategy and action plan based on those recommendations. In 1998, the Council launched a Smart Growth Initiative that addresses sustainability, economic development, and growth management. Planned actions include drafting design standards and guidelines, establishing growth zones, neighborhood planning, and permit streamlining to improve the development process; and Land Development Code amendments to provide incentives for increased density and infill, reduce parking requirements in smart growth zones, enhance and protect watersheds, and enable urban organic farming. Downtown revitalization encouraged by the initiative is expected to generate millions of dollars of revenue for the city, county, and school district.

Results

- The city has developed a Smart Growth Matrix as a means to evaluate proposed developments and allocate financial incentives. Developments are scored on the basis of location, transit proximity, design, local plan compliance, and fiscal impact. Based on the score, financial incentives are made available to encourage certain types of development.
- Early in 1999, the city council approved a major downtown revitalization as part of the Smart Growth Initiative. Through a public-private partnership, the city will clear the way for new office, residential, and retail space along the Austin's riverfront. A new plaza and city hall will be located on the site.

Vital Statistics

- A 21-member Citizen Advisory Group reviewed the smart growth proposals and provided recommendations to a city council subcommittee composed of the mayor and three city council members.
- Goals of the Initiative are grouped into categories that include urban design, land use, transportation, neighborhoods, housing and people, infrastructure, environment, economy and employment, and public involvement.
- Public improvements and maintenance will be funded via tax-increment financing.
- The Initiative is supported by the Greater Austin Chamber of Commerce, the Real Estate Council of Austin, and the Save Our Springs Alliance.

Key Player(s)

Kirk Watson, Mayor ■ City Council ■ Citizen Advisory Group

Contact Info

George Adams, Senior Planner, (512) 499-2146, Email: george.adams@ci.austin.tx.us

References

<http://www.ci.austin.tx.us/smartgrowth/>
http://www.ci.austin.tx.us/news/csc_default.htm

The City of Emeryville used its U.S. Environmental Protection Agency Brownfields Pilot funding to compile environmental and land use data, providing easy access to information needed by developers and citizens.

Organization City of Emeryville, CA

Jurisdiction: Municipal

Setting: Urban

Population: 7,031

Year Initiated 1996

Description

The City of Emeryville has developed a comprehensive program for returning the many brownfield sites in historically industrial areas to productive use. The community faced problems with incompatible land uses, as well as contaminated land and groundwater and uncertainty about levels of contamination. Finding that groundwater contamination was particularly difficult to manage because contamination often crosses property lines, the city chose a cooperative approach to clean-up as an alternative to requiring remediation by individual property owners. Using its U.S. Environmental Protection Agency Brownfields Pilot grant, the city began facilitating redevelopment by soliciting community involvement and sponsoring workshops for residents, property owners, businesses, lenders and developers. Through this process, the city collected information on existing land uses and contamination problems. The city has since streamlined the regulatory process by incorporating environmental oversight with planning approval and acting as an intermediary between developers and regulatory agencies.

Results

- The \$200,000 pilot grant has resulted in leveraging of \$644 million in private investment and \$6.3 million in public sector funding. The city expects its returns from the pilot to greatly exceed its expenditures.
- 3.9 million square feet of office and housing facilities are being built or planned for construction over the next 20 years as a result of the pilot project.
- Planning, soil and groundwater, and assessors information has been combined on an Internet-based Geographic Information Systems (GIS) database called the One-Stop Shop, which provides developers with the information they need to make wise business decisions.
- The EPA and city are negotiating for an additional \$500,000 for use as a revolving cleanup loan fund.

Vital Statistics

- The city formed a community task force, which has been active in brownfields issues throughout the state, and a technical advisory committee to assist with the project.
- A Memorandum of Understanding (MOU) improved coordination with regulatory agencies, including delegation of regulatory powers for smaller or less complex sites to the city through the Department of Toxic Substances Control and the Regional Water Quality Control Board.

Key Player(s) City of Emeryville ■ U.S. Environmental Protection Agency (EPA)

Contact Info Ignacio Dayrit, Emeryville Redevelopment Agency, (510) 596-4350, FAX: (510) 658-8095, Email: idayrit@ci.emeryville.ca.us.

References Emeryville Brownfields Pilot Project Summary, Emeryville Redevelopment Agency, <http://198.31.87.56/bf-smmr1.htm>.
One-Stop Shop, Emeryville Redevelopment Agency, <http://198.31.87.56/oss.htm>.

Redevelopment Gives City New, Compact Downtown

COMPREHENSIVE PLANNING

Making the most of its historic character and location on the Suisun Channel, Suisun City has used redevelopment to create a compact, neotraditional downtown.

Organization City of Suisun City, CA

Jurisdiction: Municipal
Setting: Suburban
Population: 26,280

Year Initiated 1983

Description Suisun City was seeking redevelopment, but it was clear that no single developer would take on the task. So the city financed a redevelopment project itself, largely through the issue of bonds and notes—an approach that was the key to overcoming developer hesitation about taking risks in an unproven area. The process has been driven by participation from the city council, city staff, and the public, initially through a Citizens Advisory Commission. As a first step, these parties worked together to develop a vision for the downtown area, backed by a fiscally realistic plan. The plan placed special emphasis on redevelopment that acknowledges the city's history and waterfront location and that creates a strong sense of place. To provide the necessary funding, the city greatly increased the size of its existing redevelopment area to include nearly the entire town. Tax increment financing was thus widely available to finance redevelopment. Although short-term gains could occasionally be had by abandoning the plan, the city has consistently recognized the importance of maintaining its commitment to the community's vision for the downtown area.

- Results**
- A new city hall and town plaza have been built along the Suisun Channel, catalyzing further development in the area. The town plaza provides public meeting space and improves public access to the waterfront.
 - A blighted downtown neighborhood has been replaced with the Victorian Harbor development, which builds on the historic flavor of Old Town. Homes in the neighborhood were among the fastest-selling in the area in 1994.
 - Main Street and the old train station were restored, again using an historic theme. The train station is on the railroad line between the San Francisco Bay Area and Sacramento, adding to Suisun's transit options.
 - Along the waterfront, dilapidated buildings have been removed and the channel has been dredged to provide more capacity for boats.

- Vital Statistics**
- The city has issued \$68 million in tax-increment bonds; it has reduced other costs, such as law enforcement, due to the success of the redevelopment process.

Key Player(s) Mayor Jim Spering, City Council and Suisun City staff ■ Citizens and business owners
■ Roma Design Group, Architects

Contact Info Barry Munowitch, Community Development Director, Suisun City, (707) 421-7335,
FAX: (707) 429-3758, Email: planning@suisun.com.

References Suisun City, www.suisun.com.
■ Sustainable DOE, <http://www.sustainable.doe.gov/articles/simmons/CH5.PDF>

Fort Worth uses tax incentives to encourage investment in the city and the creation of jobs for its residents.

Organization City of Fort Worth, TX

Jurisdiction: Municipal
Setting: Urban
Population: 484,500

Year Initiated 1988

Description To promote investment that creates jobs and income and stimulates economic development in the inner city, Fort Worth grants property tax abatements to certain residential and commercial/industrial development projects. The abatements are offered on a discretionary basis; no project is eligible as-of-right. To qualify, residential projects must be located in designated areas and must meet minimum size requirements. Commercial/industrial projects must commit to hire a certain percentage of inner city residents for full-time employment and must either be located in the economically disadvantaged inner city or meet minimum investment requirements. The value of the tax abatement rewarded is based on the actual number of local jobs created (determined by a yearly audit). All project participants must commit to (1) creating full-time employment for a certain percentage of city residents and making a good faith effort to aim for 100%; and (2) using local and women- and minority-owned businesses for construction, supply, and service contracts. Participants must also demonstrate that the property tax abatement is necessary for the financial viability of the project.

Results

- Through mid-1999, the city had granted tax abatements for 31 redevelopment projects.
- The program has created 7,072 jobs, of which 2,076 have gone to Fort Worth residents. Both of these results far exceed the commitments made in the abatement agreements.
- Projects enabled by the program have produced over \$200 million in construction contracts and nearly \$19 million in service contracts for Fort Worth businesses. Significant portions of these contracts went to minority- and women-owned businesses.
- Active agreements contain commitments for almost 600 jobs for inner city residents.

Vital Statistics

- Texas state law authorizes the city to grant property tax abatements.
- The City Manager's Office of Economic Development runs the program.
- The Office of Economic Development evaluates applications on the basis of types and quantity of new jobs created, use of local and women- and minority-owned businesses, and net fiscal impact. The applications are then submitted to the city council for approval or denial.
- An agreement can be terminated or modified by the city council if the terms are not met, and the city can recapture abated taxes. The city has exercised this authority for agreements that failed to meet commitments.
- Typical abatements last 10 years. Commitments of jobs for city residents range from 30 to 80 percent; for inner city residents from six to 50 percent.
- The city's policy is audited every year and renewed every two years.

Key Player(s) Ken Barr, Mayor ■ Jeff Wentworth, Chair of the Council's Economic Development Committee
■ Bob Bolen, former Mayor ■ Tom Higgins, Director of Economic Development

Contact Info Ardina Washington, Office of Economic Development, (817) 871-8003,
Email: washina@ci.fort-worth.tx.us

References City of Fort Worth, "Policy Statement: Tax Abatement for Qualifying Development Projects," February 17, 1998. ■ City of Fort Worth, "Tax Abatement Audit Report of 1998 Calendar Year," 1999.

Employers Provide Job Opportunities to Local Workers

LOCAL EMPLOYMENT

The City of Berkeley's First Source program helps connect residents with local employers by developing agreements for employers to interview local candidates first.

Organization City of Berkeley, CA

Jurisdiction: Municipal
Setting: Urban
Population: 107,771

Year Initiated 1986

Description

The City of Berkeley adopted the First Source program after noting that many people were commuting from outside Berkeley to jobs in the city while many city residents were seeking work themselves. The program is designed to provide access to employment opportunities for Berkeley residents while meeting employers' needs for workers. The program, which emphasizes low- and intermediate-level jobs, is operated by the city's Office of Health and Human Services (OHHS). OHHS has a strong relationship with the Office of Economic Development (OED), which uses its position as the first city entity new businesses encounter when entering Berkeley as leverage for developing new employment opportunities. The city makes participation in the program a condition of permit approval, financing, or city contracts. The program helps employers by providing them with pre-screened candidates from a variety of government and non-profit sources and giving them final say over who is hired. While First Source does not directly address the housing needs of the workers who are hired, it contributes to a citywide jobs-housing balance by seeking to employ workers who are currently city residents. Keys to the program's success include political and staff commitment, access to employers and jobs, an efficient system that is competitive with private-sector job-placement services, and a business-friendly approach.

Results

- First Source is very popular with employers, and is voluntarily used by 200 to 300 businesses who find the program to be a reliable source of qualified employees.
- Many employers continue to use First Source beyond their required time because the valuable service is free.
- Between 1986 and 1997, the program placed 2,344 city residents in local jobs.

Vital Statistics

- The city uses its authority to issue permits for development to promote the First Source program by making participation a condition of approval.
- The First Source Program is incorporated into the Office of Economic Development, making it an integral part of all the OED's activities, rather than an isolated "jobs program."
- The program fills both construction jobs and jobs in businesses that occupy newly-built projects.

Key Player(s)

Mayor ■ City Council ■ Office of Economic Development

Contact Info

Rene Perez, Department of Health and Human Services, City of Berkeley, 510-644-6085, FAX: (510) 644-8638, Email: rep1@ci.berkeley.ca.us.

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The City of Berkeley, "First Source Employment Program." ■ California Association for Local Economic Development, "W-t-W Job Creation Concepts to Consider: The City of Berkeley's First Source Employment Program."

Acknowledgements

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